

# THE SANTA FE COUNTY GROWTH MANAGEMENT PLAN



## GENERAL PLAN

ADOPTED BY THE SANTA FE COUNTY  
BOARD OF COUNTY COMMISSIONERS  
RESOLUTION 1999 - 137  
OCTOBER 26, 1999

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# RESOLUTION

1718993

## SANTA FE COUNTY

*Resolution No. 1999 - 157*

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**A RESOLUTION RECOMPILING RESOLUTIONS 1997-116, 1999-58, 1999-72, 1999-89 AND 1999-119 AND INCORPORATING PREVIOUSLY APPROVED AMENDMENTS IN THE SANTA FE COUNTY GROWTH MANAGEMENT PLAN (GENERAL PLAN):**

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WHEREAS, The Santa Fe County Growth Management Plan was divided into four sections for final review and adoption:

- Part I, The Policies;
- Part II, The Planning Districts;
- Part III, Information and Data Summaries;
- Part IV, General Plan Compiled comprising Parts I through III into one complete document with maps, tables, graphs and graphics; and

WHEREAS, in 1996 and 1997 the Board of County Commissioners held study sessions and public hearings on the Draft Santa Fe County General Plan and adopted the Santa Fe County Growth Management Plan, Part I, The Policies on December 17, 1997 (Resolution 1997-116); and

WHEREAS, the Board of County Commissioners held public hearings on May 18 and May 19, 1999, June 9, 1999, July 23, 1999 and adopted Part II, the Planning Districts (Resolutions 1999-58, Resolution 1999-72 and Resolution 1999-89); and

WHEREAS, a public hearing was held before the Board of County Commissioners on August 18, 1999 and proposed amendments to Part II, the Planning Districts were approved; and

WHEREAS, the Board of County Commissioners held a public hearing on September 14, 1999 and approved Part III, Appendices: Studies and Research and some further amendments to Part II, the Planning Districts (Resolution 1999-119); and

1718994

WHEREAS, the Board of County Commissioners held a public hearing on September 18, 1999 and approved certain further amendments to Part II, the Planning Districts; and

WHEREAS, Parts I, II, and III with all approved amendments have been compiled into one document with illustrative maps, tables, graphs and graphics, including acknowledgments and notes, in accordance with Resolution 1997-116;

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Santa Fe County that:

1. The Santa Fe County Growth Management Plan (General Plan) which is attached as Exhibit I to this Resolution, is hereby adopted;
2. All previous Resolutions adopting portions of the Plan (Resolutions 1997-116, 1999-58, 1999-72, 1999-89 and 1999-119) are repealed;
3. Adoption of The Santa Fe County Growth Management Plan will terminate and render null and void any inconsistent portions of the Santa Fe County General Plan approved Resolution 19, 1995.

PASSED, APPROVED AND ADOPTED on the 17<sup>th</sup> day of July, 1999.

BOARD OF COUNTY COMMISSIONERS



*[Signature]*  
J. Carlos J. Williams  
County Clerk

*[Signature]*  
William B. Williams  
County Clerk

Approved by the Board

*[Signature]*  
Robert M. Williams  
Robert M. Williams, County Attorney



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## **ACKNOWLEDGEMENTS**

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Paul Duran  
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Javier M. Gonzales  
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### **Additional Thanks to Former Commissioners Who Participated in the Planning Process**

Betty Platts, County Commissioner District 5, 1989-96  
Herman M. Rodriguez, County Commissioner District 2, 1996  
Nancy Rodriguez, County Commissioner District 2, 1989-1996  
Linda Cde Baca Grill, County Commissioner District 3, 1989-1994  
Raymond M. Chavez, County Commissioner District 1, 1989-1994

### **GENERAL PLAN UPDATE STEERING COMMITTEE**

The following citizens all volunteered their time to serve on the Steering Committee.

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Additional thanks to former Santa Fe County Planning Division staff, including Mary Helen Follingstad, AICP (Project Manager), Lance Tyson, Sandy Trevathan, Cyrus Samii, student intern, Vickie Lopez and all the Land Use staff who helped with the many community meetings.

Thanks also for the use of photographs and graphics to Claudia Pavel, Laura Egley Taylor, Walter Wait, Lesli Ellis and Judy McGowan.

**A special thanks to all the citizens who participated in the workshops, surveys, meetings, open houses and public hearings. This Plan would not be possible without you.**

For more information contact Santa Fe County Land Use Department, Planning Division, P. O. Box 276, Santa Fe, NM 87504. (505) 986-6336 or 1-800-894-7078, FAX (505) 986-6389.





*The story of human settlement in Santa Fe County is thousands of years old. Remnants of the prehistoric exist side by side with historic settlements of Tewa, Spanish and American origin. This essay by J.B. Jackson, resident of La Cienega until his death in 1996, describes the Spanish villages that have come to distinguish a part of the landscape of our County and a fitting place to begin a discussion of our future...*

By and large this is the New Mexico associated with the upper Rio Grande Valley and the mountains containing it. It was here that the first colonists settled in the late sixteenth century, and it was here that the province (or state) acquired its identity. What attracted settlement was the mild climate, the apparent abundance of water, the fertile soil, and the forests covering the mountains. In many ways the landscape seemed to resemble that of Spain. Almost from the time of the first explorations New Mexico was seen as a kind of promised land: not a paradise of ease and abundance, to be sure, but a land of grass and forests and flowing water where the efforts of working men and women would be duly rewarded. For it so happens, even today, that no matter whether you come to New Mexico from the immediate east, the High Plains, the arid south, or the canyon landscape in the west, the region always seems, by comparison with the country you have been traveling through, a land flowing with milk and honey. What shatters the illusion is the long dry summer that afflicts the greater part of the state...

Spanish settlement was long confined to the Rio Grande region, which to this day remains the heartland of Spanish-American culture. The small lateral valleys of the river, as well as the valley of the Rio Grande itself, provided the colonists with an environment suited to their kind of agriculture and their kind of living—in small villages where old-established customs and relationships could be continued. Settlement in colonial New Mexico was in effect a transplantation, a new version of the order that had prevailed in colonial Mexico and Spain. It was not the work of footloose individuals in search of adventures or wealth, but of small homogeneous groups of simple people who brought with them their religion, their family ties, their ways of building and working and farming.

Farming meant irrigation; to that extent the settlers were aware of the climatic limitations of the region, and knew that the only places where that kind of farming was possible were along the few permanent watercourses in the foothills and valleys. Each village devised its own communal irrigation system—an accomplishment deserving of more recognition than it has so far received; and each village created its own miniature landscape of gardens and orchards and fields and pastures, a landscape distinct from the surrounding wilderness. Farmers not only introduced new kinds vegetation—crops and grasses and fruit trees— but also another climate, for their irrigation systems made them relatively independent of the unpredictable local rains.

The history of these villages is largely unrecorded; all we usually know about them is roughly the decade of their settlement, the date of the first church, and the place of origin of their first settlers. Indian raids, feuds with neighboring villages, the building of a road to the outside world—important events in their time—remain a matter of legend or hearsay. The destruction of the irrigation system by a cloudburst, the erosion of fields, the incremental destruction of the nearby forests, and the desertion of the village itself—these are confirmed by visual evidence. But what is lacking is any picture of the villages in their prime. Those of us who are old enough can remember places in the foothills of the Sangre de Cristos or in the valleys of the Rio Puerco, the Pecos, the Rio Grande as they were a half-century ago. They had already begun to decline, and signs of increasing poverty and depopulation were painfully clear, yet there were still cultivated fields and well-kept irrigation ditches; there was a general store, there was a school, there was a freshly painted church and a neat graveyard. On Sunday afternoons the young men of the village and from the nearby ranches, dressed in finery, galloped up and down the only street. There were still men and women who could identify the village a stranger came from by his or her accent, who knew the local name for every field, every hill, every wild plant. They knew their landscape by heart.

One after another, over the decades, the settlements died, but not without resistance. A flood buried gardens and fields under gravel or sand; a local resource—wood or game or a special crop—lost its market; a railroad ceased operation; the school was closed. Rather than abandon their home the villagers became ranchers and raised cattle or sheep. But in the end it died, and others died: first the remote villages on the margins of the plains, where there were no other jobs, and then the villages where the rangeland had deteriorated and the cedars and junipers were coming back into the abandoned fields. All that is now left of that traditional farming landscape are the villages in the mountain heartland and in the Rio Grande Valley.

Time in those secluded places has a special flavor—a resigned, slow, autumnal rhythm. The colors linger into the early winter, in the brown and orange leaves on the cottonwoods along the streams and irrigation ditches, in the strings of red chili on the fronts of houses, and in the groves of lemon-yellow aspens far up in the mountains. Then a winter wind sends all their leaves to the ground in a shower of gold, and the chamiso turns grey.

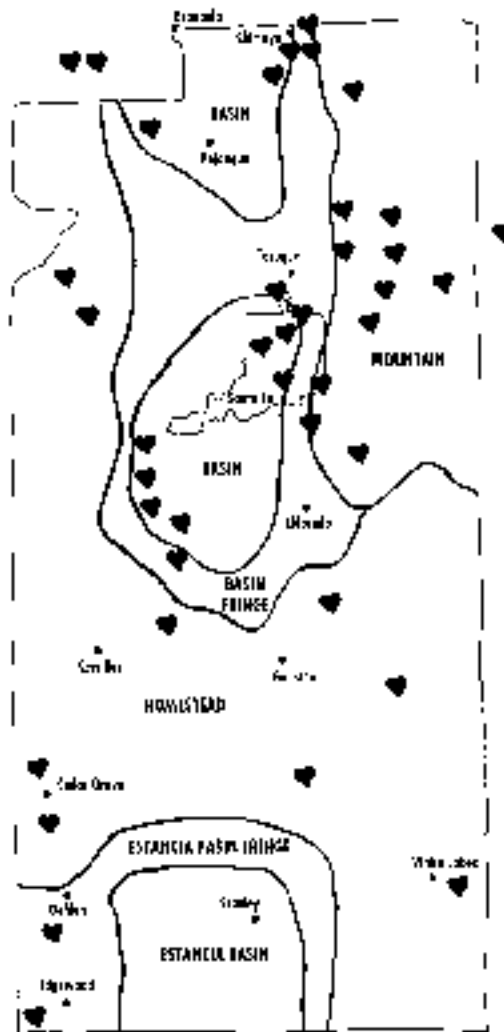
Snow that lasts comes in later November and remains on the higher slopes of the Sangre de Cristos and the Jemez until well into the spring. In the valley and foothills it slowly melts, leaving patches hiding under the piñon trees, but in the heights and in places the sun reaches only for a few hours a day, winter is a season to be taken seriously. It transforms the smaller dirt roads into lanes of bottomless mud. The rancher stays close to headquarters, and villagers think twice before driving their mud-splattered pickups into the forest after firewood; even in town we are careful to stay on the paved surfaces. What was recently a landscape of coming and going and outdoor work—a landscape of gardens and orchards and small farms—almost overnight has turned into a scattering of isolated villages and hamlets. The cold and the wretched roads make every community, every family shrink into itself, and the silence is rarely broken. In the old days the clanking of tire chains was part of winter in the country, but in the mountains of northern New Mexico, as elsewhere, we no longer hear it, and the almost perfect soundlessness is what visitors notice first of all. Find out for yourself what this means: stand on a hillside overlooking a village of tin-roofed houses on the edge of the forest in the Sangre de Cristos or in some part of the Pecos Valley; if it is a bright day in January or February you will hear the screaming of flickers in the groves of piñon. Then in a backyard, perhaps a half-mile away, someone is chopping wood. Go down into the village where there is the familiar sound of snow melting off the tin roofs. Not a voice is heard; life has withdrawn into the houses behind closed doors, and the windows, with geraniums in tin cans, are obscured by frost. Someone tries to start a car but soon gives up. In the cold, starry night the lights are few and dim, and you can barely make out the landscape of black forest and small, snow-covered fields. If you are lucky you may hear, late at night, the yelp of a coyote. It sets the village dogs into a frenzy of barking.

- *Used with permission of Yale University Press*

## PLACES OF THE HEART

- ☞ Route 14 area east of Golden, and the view of the Ortiz Mountains towards Cerrillos and Madrid
- ☞ the Ortiz Mountains, beautiful unspoiled ranchlands, gives me peace of mind
- ☞ the valley of the village of La Cienega - it's a beautiful place to walk with ponds and streams
- ☞ BLM land east of La Puebla between Chimayo and Nambe - it's like our neighborhood park; beautiful country for horseback riding, picnics, walking, historical dump with treasures
- ☞ Santa Fe Ski Area - it's a "10" for family and visitors
- ☞ where the Santa Fe Opera and the flea market come together: mountain views with Tesuque down below, wonderful juxtaposition of high art and everyday mercantilism; everybody is connected in one place
- ☞ Rancho la Escondida near Canada de los Alamos: it's open and beautiful with mountains all around, near national forest and Apache Canyon where people can ride their horses
- ☞ Apache Canyon, 4 or 5 miles past Lamy: springs, Bishop Lamy house ruins, sense of nature and history together
- ☞ ranches and ranchlands in the southern part of the County, especially San Cristobal Grant
- ☞ the Rio Grande: beautiful and wild, hiking, canoeing, rafting, wildlife
- ☞ Pacheco Canyon, the back road up the mountain: great place to fish, Aspen Meadows
- ☞ the hike up Tesuque River to Hyde Park
- ☞ to be able to see the mountains all the time
- ☞ CR 34 from White Lakes towards Las Vegas: it's beautiful and you are truly lost
- ☞ Santuario de Chimayo: where thousands of people go for peace of mind and heart
- ☞ spectacular topography of the Jemez Mountains and views of mesas from El Rancho: "land of the lost"
- ☞ State lands near Edgewood have peace and solitude, it's so rough and backwoods that you have to ride a horse or walk
- ☞ love to horseback ride in Pecos Wilderness and mountains behind Glorieta
- ☞ Cundiyo: a place time forgot; rustic primeval village in convoluted topography with beautiful valley
- ☞ Randall Davey Nature Center: a little oasis in the City
- ☞ Santa Clara Canyon: a beautiful place for fishing and camping
- ☞ Santa Fe Baldy
- ☞ City of Santa Fe: it's a jewel in the heart of this beautiful place, especially the view from La Bajada of the County with the City up against the mountains
- ☞ Santa Fe Plaza
- ☞ any of the Traditional Villages; like the church and cluster of houses in Cavada de los Alamos
- ☞ view west from Sunlit Hills and the beautiful sunsets
- ☞ Caja del Rio: you can spend days or weeks exploring, especially on horseback
- ☞ the hike from Iron Gate to Hamilton Mesa in Pecos Wilderness: huge meadows with elk
- ☞ the back road down to Cochiti Lake from Rte 4
- ☞ the road to Buckman beyond La Tierra is beautiful
- ☞ CR55, along the railroad: beautiful scenery, riding areas and large open spaces
- ☞ Old Taos Highway: view of Santa Fe on all different levels and the Sangre de Cristos
- ☞ old lover's lane behind the Picacho Plaza: view of Santa Fe and the mountains
- ☞ El Potrero coming down into Chimayo, stations of the cross
- ☞ Chupadero, Rio en Medio: love their style of fresh fish and jerky, all the native foods; you get a warm feeling of home
- ☞ Hyde Park: beautiful scenery and it's set up to accommodate people; it's a great resource
- ☞ Clark Hill on SR 41 at the edge of San Cristobal - heading north you can see the entire valley, ranch lands in Galisteo Basin and view of the Sangres
- ☞ sweeping vista of Pojoaque and Las Barrancas from 285 north near the opera
- ☞ Cerro de la Cruz in La Cienega
- ☞ high road to Taos
- ☞ "Heartbreak Hill" near Edgewood

*The Places of the Heart map shows the location of those places in Santa Fe County named as most loved and needing protection by the General Plan Steering Committee in 1994 .*



## MAP LINKS

- EXHIBIT 1: LAND STATUS, SANTA FE COUNTY
- EXHIBIT 2: LAND STATUS AND ZONING
- EXHIBIT 3: BASIC PLANNING DISTRICTS
- EXHIBIT 4: COMMUNITY AND NEIGHBORHOOD PLANNING AREAS
- EXHIBIT 5: COMMUNITY COLLEGE DISTRICT
- EXHIBIT 6: COMMUNITY COLLEGE DISTRICT: EXISTING CONTEXT
- EXHIBIT 7: COMMUNITY COLLEGE DISTRICT: LAND SUMMARY
- EXHIBIT 8: COMMUNITY COLLEGE DISTRICT COMMUNITY ISSUES
- EXHIBIT 9: COMMUNITY COLLEGE DISTRICT: COMMUNITY STRUCTURE
- EXHIBIT 10: SANTA FE METRO AREA GROWTH MANAGEMENT PLAN
- EXHIBIT 11: PROPOSED TWO MILE EXTRATERRITORIAL ZONE

# INTRODUCTION

## **VISION FOR SANTA FE COUNTY**

**Santa Fe County will be a place of communities where social connections and local uniqueness are valued and fostered;**

**where local communities have an opportunity to plan for their future;**

**where the natural environment and open space are protected;**

**where water resources are conserved and available for present and future generations;**

**where diversified housing and economic development are integrated and assured;**

**where the plan directs the location of growth to efficiently accommodate the use limited resources; and**

**where private property rights are protected and development requirements shall strike a reasonable balance between health, safety and welfare of the public and reasonable expectations of the landowner.**

**The problem is “how to grow gracefully, in a manner consistent with the traditional character of the community, so that new development fits harmoniously into the fabric...(of the rural landscape) and helps to reinforce the local sense of place.”**

**-Randall Arendt, *Rural by Design***



## **SUMMARY OF 1980 PLAN**

The 1980 Santa Fe County General Plan and its implementing document, the Santa Fe County Land Development Code, were prepared during the years 1974 through 1978 under the direction of a General Plan Advisory Committee, and adopted by the Board of County Commissioners in October of 1980.

The 1980 Plan and Code provided a basis for zoning and growth management for Santa Fe County. In general, the intent of the 1980 Plan was to promote water conservation, environmental awareness, and the preservation of the visual, cultural and historic resources of Santa Fe County.

A series of studies analyzing existing conditions were the basis for the 1980 Plan. These included a water resource analysis, a population analysis and projection, environmental studies of soils, slopes, water quality, flood plain management, air quality, mineral resources, historic and archeological resources, and a land use survey that focused on irrigated agriculture and traditional areas and the extent of subdivided areas. Other studies of roads, ranching, economic development, recreational land and open space were also prepared.

In 1974, the population of Santa Fe County, including the cities of Española and Santa Fe, was 53,800. This population was projected to grow to 108,000 persons by the year 1990.

Based on an analysis of ground water resources and available water rights, the County's population carrying capacity was determined to be roughly 125,000 persons. Development would be allowed by controlling the amount of water withdrawn from the aquifers over a 100 year period. This concept was chosen over the environmental consequences of a policy allowing mining of ground water resources or a policy where total protection of the ground water resources would prohibit development in Santa Fe County altogether. It was assumed that an additional population of 25,000 persons could be supported by water imported from the Rio Grande to the Santa Fe area via water rights and infrastructure associated with the San Juan-Chama diversion project. The water resource analysis also determined that ground water was marginal in the mountainous and ranch land areas of the County and that future development should be directed to those areas of the County where water supplies were either more plentiful or already developed.

The urbanized areas of Santa Fe and Española were therefore determined to be the most desirable locations for additional population in the County. Rural areas and traditional communities of the County would sustain only limited development because of remoteness and lack of infrastructure, services, employment centers, and environmental constraints.

## SELECTED CITIZEN COMMENTS FROM THE COMMUNITY WORKSHOPS

Uncontrolled and rapid growth. Need to slow down. More thought given to planning. Community is changing too fast. *Pojoaque*

Plan for future benefits as well as present comfort. Think of our grandchildren. *Tesuque*

Identify areas for preservation vs. areas where development is encouraged. *Turquoise Trail School*

Maintain rural qualities of County openness, natural vegetation. *Eldorado*

Allow continued existence of unique village character. Promote cottage industry. *Agua Fria*

More open space and recreational areas. More open space in natural state. *Gonzales School*

Avoid suburban sprawl. Encourage traditional and small communities with commercial and business centers. *Gonzales School*

Santa Fe County is fragmented. What is Santa Fe County? *Chimayo*

Let us plan ourselves. Put County into districts, different guidelines. *Edgewood*

Rural community value lost by too much subdivision and new growth; loss of farm land. *La Cienega*

## SUMMARY OF THE GENERAL PLAN PROCESS

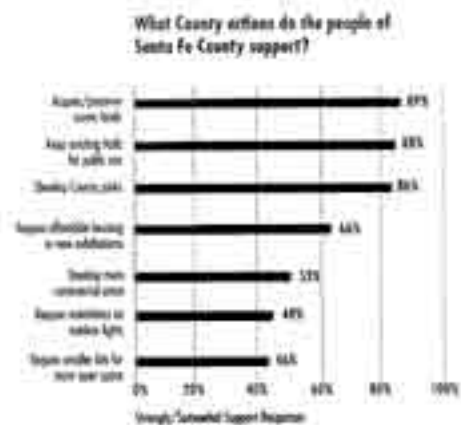
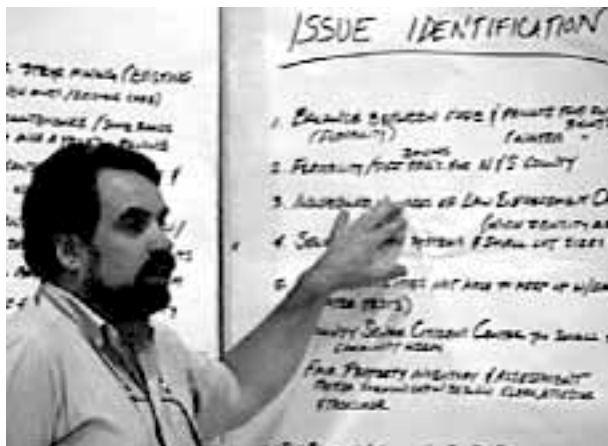
### PUBLIC INVOLVEMENT

- Public involvement was key in developing the General Plan. Public participation included a random sample public opinion poll, community workshops, a Steering Committee of citizens appointed by the Board of County Commissioners to assist in the development of plan policies, open house and focus group meetings and public hearings held in Santa Fe, Edgewood and Pojoaque.
- In the Summer and Fall of 1993 community workshops were held in ten locations throughout the County to identify issues and solicit ideas about growth and development in the County.
- In 1994 and 1995 the Steering Committee developed a “Vision for the Future,” “Goal Statements,” a “Preferred Scenario for Growth Management,” and a proposed zoning system to respond to the issues identified in the community workshop meetings, the public opinion poll and the research.
- Ten open house meetings were held in November and December of 1995 to present the concepts to the public. Focus group meetings and further Steering Committee work sessions were held in 1996 to fine tune the proposed Plan concepts and proposed zoning system.
- Public hearings before the Board of County Commissioners were held in December 1996 and continued through 1999.



*Participants in Community Workshops throughout Santa Fe County came together to discuss the future of the County*

Background studies were commissioned to serve as a foundation for the Plan update. These examined public opinion, community values, water resources, population and housing, open space and trails resources, visual resources, economic development, infrastructure and services. These studies are summarized or referenced in the Plan and are incorporated and adopted as appendices to the General Plan. See Part III, Appendices.



## **PART I: POLICIES**

## LAND USE AND GROWTH MANAGEMENT

### GENERAL PLAN GOALS

Santa Fe County's land use and growth management policy is to promote development that avoids sprawl; protect open spaces and maintain the diverse character of the county through creative development design solutions; ensure the availability and diversity of housing and economic opportunities with adequate and economically efficient infrastructure and services; and maintain and preserve traditional communities and support their traditional economic structures.

### PROBLEMS

- ☐ New development patterns and styles have changed the rural, open character and the agricultural/ranching landscape of many parts of the County.
- ☐ More development occurred in the County than was projected. Many parts of the County have been experiencing poorly planned development that is costly because it:
  - ☞ consumes land at faster rates than planned development and fragments agricultural areas and natural systems;
  - ☞ costs more to develop and maintain the infrastructure such as roads, water and sewer;
  - ☞ separates people socially by income levels and separates residential areas from services such as schools and commercial uses; and
  - ☞ reinforces automobile dependence and consumption of non-renewable resources, reduces possibilities for public transit systems and increases traffic.
- ☐ Existing zoning in the County allows for more growth than projected. It is helping to spread development further from jobs, services and infrastructure and failing to protect open space or rural economies.
- ☐ Most of the Traditional Communities have grown according to projections but planning for new infrastructure and services in these areas has not occurred. Edgewood has grown much faster than projected.

- ☐ Traditional Community development patterns are being encroached upon by contemporary subdivisions.
- ☐ Residential growth is creating demand for more public services and creating more traffic in areas for which these services were not initially planned.
- ☐ New development patterns and changes in our regional economy make agriculture and ranching uses difficult in many parts of the County from an economic standpoint.
- ☐ Clear Urban Area Boundaries have not been established or agreed upon around the cities of Santa Fe or Española. Boundaries have been expanded to accommodate new developments rather than to be consistent with logical planning areas.
- ☐ Highway corridors that connect the rural parts of the County and urban areas are experiencing rapid development that is out of context with their surroundings. It threatens Traditional Communities and the image of the gateways leading in and out of communities.

**The 1980 Plan** predicted that 70% of growth in the County would locate in the urbanized areas of Santa Fe and Española where infrastructure and services would be available. It assumed that the location of new development would be limited by environmental constraints (slope, soils, water limitations) and by the reluctance of residents to commute from distant locations to the already established employment centers. In addition, it assumed that the Traditional Communities would continue to grow and that infrastructure planning and monitoring of growth would also occur.

While the rates of growth have not exceeded the 1980 projections, the locations of new development and the planning or provision of infrastructure have largely occurred contrary to the 1980 growth assumptions. 68% of new residents have located in rural County areas instead of urbanized areas.

## **GENERAL PLAN ACTIONS**

1. All future development should fit into the rural, unique and diverse character of the community in which it is located, based upon standards determined by and through the community and district planning process.
2. Delineate appropriate districts, including Estancia Basin and Rural Preservation, where community and district planning may be done to determine zoning, protect sensitive cultural and natural areas, provide for adequate infrastructure and provide for the many needs of the people.
3. Establish locations and develop standards for New Community Districts.

4. Maintain Traditional Community designations and current traditional community zoning designations, which only shall be changed pursuant to Community Plans approved by the Board of County Commissioners.
5. Establish Contemporary Communities for planning and zoning purposes.
6. Activate a Community and District Planning Program for Traditional and Contemporary Communities and Planning Districts. Plan and assist in the building of infrastructure in these communities.
7. Establish Highway Corridor District standards for roadways at the edges of communities that are experiencing rapid development.
8. In New Community Districts, direct new growth into more compact development patterns, with clear edges between developed areas, in keeping with traditional patterns that are compatible with the unique character and history of different settlements within the County and where infrastructure is efficient and available.
9. Promote mixed uses and facilities to occur within different communities in a manner that creates or sustains the settlements' unique character and history and meets the needs addressed by Community and District Plans.
10. Develop incentive procedures for replatting undeveloped or partially developed subdivisions to conform to the goals stated herein and the plans created through the community and district planning process.
11. Cooperate with the Cities of Santa Fe and Española to establish Urban Area Boundaries around the edge of the cities and pueblos, allowing them to create compact development forms and with buffers and separations.



## NATURAL RESOURCES: OPEN SPACE

### GENERAL PLAN GOALS

Santa Fe County's open space policy is to protect significant open space, sensitive and cultural areas and the connections between them through creative design, voluntary dedication, incentives, purchases and regulations. Through the community and district planning process, residents and property owners will identify the sensitive and cultural areas, open spaces and connections that are important to be protected in Communities and Districts, while still allowing for the reasonable use and enjoyment of property.

### PROBLEMS

❑ Current zoning permits developments that are altering the significant landscape of the County. The different problems and needs are not currently recognized.

∞ The north is dominated by public lands and steep topography; access from the communities to the public land is not being maintained; family transfer development may be competing with the agricultural fields and orchards in certain cases.

∞ The central area is losing open space, trails and trail access to a suburban development pattern which is also creating a need for recreation facilities; development on mountainsides and ridges is a problem.

∞ The south is developing with larger lots which could allow livestock and horses, but without a trail system for riding or recreational areas for many residents.

❑ There are few methods in place for protecting the significant natural areas, open space, trails and cultural areas which are part of what makes Santa Fe County a unique place.

❑ The informal trails system that has been in place for many years is being disrupted by new development patterns.

**The 1980 Plan** recommended appointment of an Open Space Advisory Council to develop methods for the protection of the County's natural features. This was not implemented.

### GENERAL PLAN ACTIONS

1. Through community and district planning, residents and property owners will identify the open space and trails that are most significant to protect.

2. Create a public committee of residents and property owners from the North, South and Central parts of the County which would be comprised of subcommittees for each area for the purpose of creating a county-wide open space plan for areas outside of the community districts which are covered by the community and district planning process. The committee will assist communities with planning, acquisition and management of open space and trails and oversee the preparation of the county-wide Open Space Plan. It will:

a. Cooperate with private land trusts and conservation organizations to develop a land acquisition and management program to implement the Open Space Plan.

b. Use voluntary land trades, open space dedications, conservation easements, transfer of development rights, performance standards and purchases, among other methods, to protect significant designated trails, cultural areas, resource land, open space and views.

c. Investigate State and County tax programs and possible funding sources for the purchase of open space.

d. Develop separate procedures and standards for management and maintenance of County-owned recreational areas, open spaces and trails.

3. Prepare an Open Space Plan and strategies to protect significant open space, taking into account the historic, cultural and geographic differences and needs of the County regions to:

a. identify the areas of County-wide interest including but not limited to environmentally hazardous areas, natural areas, cultural areas, recreational areas, community definition lands and community focal areas. Identification alone does not mandate protection;

b. prioritize the open spaces and trails which should be protected as identified by community planning;

c. consider options and recommend strategies for the protection of open space as identified by communities and the Open Space Plan;

d. establish a trails plan to link open areas and public lands to the settled areas, and prioritize trails to be managed for hiking, equestrian and bicycle use and those to be reserved for neighborhood use; and

e. assess park and recreation needs for different regions in the County

4. Through the community and district planning process, manage the pattern and location of new development through zoning, incentives and performance standards to protect sensitive natural areas and open space, taking into account the regional differences throughout Santa Fe County such that new development:

- a. protects priority open space and trails identified by communities and the Open Space Plan;
  - b. where possible provides distinct buffers between Traditional Communities and other areas to maintain unique identities of those communities and their rural environment and to provide transition zones or open space buffers between areas of different densities;
  - c. provides for interconnected open spaces and trails where possible; and
  - d. provides a system of open space and recreation areas for new communities and new development areas.
5. Prepare a Utilities Corridor Study to route major utilities away from sensitive natural areas and mitigate impacts on viewsheds.
6. Coordinate with the City of Santa Fe, State and Federal agencies in planning and protecting open space areas and trails.

## **NATURAL RESOURCES: ENVIRONMENT**

### **GENERAL PLAN GOALS**

Santa Fe County's environmental policies are intended to protect the health and safety of people, the reasonable use and enjoyment of property and to maintain the natural beauty and fragile environment of areas of the County through regulations, education and code enforcement.

### **PROBLEMS**

- ☐ As development has spread, new environmental problems have intensified, such as lighting that reduces night sky visibility and creates neighborhood nuisance, noise, water pollution, destruction of native vegetation, erosion and destruction of wildlife corridors and habitat.
- ☐ County residents would like to identify, prevent and mitigate adverse environmental impacts from development.
- ☐ There is evidence of long term ground water contamination in some Traditional Communities and contamination from rapid growth is a concern in other areas.

The 1980 Plan analyzed the natural conditions which would constrain or influence locations for growth in the County: slope, water quality and quantity, mineral resources, natural features of scenic, recreational, open space and scientific value, air pollution, noise, historic and archaeological sites. The Plan policies were based on environmental protection, especially protection of ground water resources. Performance standards to mitigate impacts of development were developed to:

- ☐ protect water quality (1980)
- ☐ discourage ground water mining (1980)
- ☐ encourage water conservation (1980, 1997)
- ☐ control noise from traffic and the airport (1980)
- ☐ prevent the noxious effects of industrial land uses (1980, 1992)
- ☐ protect steeply sloping terrain, hillsides and ridgetops, floodplains and drainage areas (1980, 1996)
- ☐ reclaim land from mining (1991)
- ☐ prevent the spread of outdoor lights (1988, 1996)

Cumulative impacts and more detailed mapping of environmentally sensitive areas were not addressed.

## **GENERAL PLAN ACTIONS**

1. Continue to identify and regulate land use activities that pose a high risk of contaminating the environment.
  - a. Review the effectiveness of current County standards and regulations for air quality, noise, light, liquid and solid waste disposal, energy and water conservation, and toxic and hazardous materials.
  - b. Develop new or amended standards, regulations, and guidelines where needed.
  - c. Coordinate with federal, state and local agencies.
2. Create or enforce regulations that:
  - a. prevent contamination of water resources, including wells and groundwater, from septic tanks, cesspools, underground storage tanks, pesticides, landfills, mining and industrial waste;
  - b. reduce levels of air pollution;
  - c. protect the night sky from the effects of outdoor lighting;
  - d. prevent destruction to people and property due to flooding, landslides and erosion caused by development in hazardous areas;
  - e. protect native vegetation, soil, natural landforms and waterways from excessive flooding, ponding, landslides and erosion due to development;
  - f. limit noise from airports;
  - g. minimize and where necessary prevent the division and physical destruction of sensitive areas, including riparian and mountainous areas;
  - h. promote resource conservation and recycling.
3. Identify, analyze and map environmentally hazardous areas and sensitive natural areas. Use this information when developing and applying land use regulations and for open space planning.
4. Develop better enforcement practices and new procedures when necessary.

- a. Monitor the effectiveness of the terrain management standards and building regulations to control drainage, revegetation, erosion, flood hazards and development on steep slopes and other environmentally hazardous areas.
  - b. Assess the effectiveness of County enforcement of environmental standards and regulations especially activities which pose a high risk of contaminating the environment, such as mining or heavy industry.
  - c. Work with federal and state agencies to monitor pollution and environmental quality.
5. Produce informational programs and publications for use by the public.
- a. Develop illustrated publications which explain the development application process and how to comply with County environmental regulations.
  - b. Cooperate with the County Agricultural Extension Office, Natural Resources Conservation Service, state agencies, universities, and other entities to develop and produce informational programs and publications (i.e., technological and ecological) which will help people minimize adverse environmental impacts as they develop and use their land.

## **NATURAL RESOURCES: WATER AVAILABILITY AND CONSERVATION**

### **GENERAL PLAN GOALS**

Santa Fe County's water policy is to protect and extend the available water resources of the region by requiring water conservation, developing imported renewable water sources and supply systems and guiding growth through the planning process to appropriate locations meeting community performance standards. The County should conservatively manage the acquisition, distribution and use of local groundwater resources based on detailed hydrologic studies of the County to insure that water is available for present and future generations while working towards sustainable water usage.

### **PROBLEMS**

- ☐ Outside the City of Santa Fe, water use is about equally distributed between domestic wells and community water supplies. Nearly all residents rely on groundwater. Groundwater in most locations of the County is poorly evaluated and the extent of the resources that can be safely mined remains unknown.
- ☐ Many small community water systems are at or near capacity for supply and delivery. Some cannot provide adequate fire protection.
- ☐ Groundwater pumping is causing declines in water table levels in some areas of the County.
- ☐ Transfer and conversion of water rights for agricultural to domestic and new development of land threatens the traditional communities and acequias in some areas.
- ☐ Diversion of water from the Rio Grande using renewable San Juan-Chama water and private water rights is a possible future source of significant volumes of additional water. However, planning and construction of the infrastructure to deliver imported water has lagged behind growth in the Santa Fe urban area and central County.
- ☐ Available water rights are limited. It is difficult to predict the feasibility and transaction costs to move and apply rights at new locations.
- ☐ The competition for and cost of new water supplies and systems will increase rapidly.
- ☐ Water conservation and water use limits have been encouraged by the Land Development Code but there has been no monitoring of effectiveness of these standards.

- ❑ In some areas with water rights, groundwater can be pumped and piped away, and associated lands can be subdivided and developed with domestic wells, effectively allocating the same water twice.

**The 1980 Plan** recognized water as the most limiting resource to development in Santa Fe County. Specific policies of the 1980 General Plan regarding water availability included:

- ⊙ controlling residential density and domestic wells through zoning;
- ⊙ requiring water conservation covenants and fixtures; and,
- ⊙ water availability and system requirements for subdivisions.

Regulations to address these issues became part of the Land Development Code. Using zoning based on 1970's estimates of ground water availability in four different hydrologic zones, future development was to be encouraged in those areas where water supplies were either more plentiful or already developed. In rural areas, development was generally to be distributed on large lots to minimize the impacts of individual wells and septic systems on the aquifer.

Except for areas adjacent to municipalities and in the Traditional Communities, the Code required hydrologic studies which demonstrated that stored water in local aquifers would be able to sustain proposed development for one hundred years. It also required that the water source or water rights for full development be in place before County approval. At that time, these were important new resource management ideas for New Mexico. The Code, and its administration by successive County Commissions and staff, has achieved many of these objectives. Today many elements of the Santa Fe County hydrologic code provisions have been adopted as part of the State Subdivision Act of 1996. No "dry" lots or developments are now allowed in New Mexico.

To serve increasing residential growth and density, extension of the Sangre de Cristo Water Company water system into County areas was anticipated. The Metropolitan Water Board was subsequently charged with water planning and management of the Santa Fe City and County allocations of San Juan-Chama diversion water.

The 1980 Plan anticipated development of imported Rio Grande and San Juan-Chama water by the year 2000. It assumed that 125,000 people could be supported by the County's groundwater supply and that an additional population of 25,000 could be supported by renewable surface water imported from the Rio Grande to the Santa Fe area. Planners recognized then



that future developments made possible with imported water should be compatible with existing development, and should be rigorously phased over time to allow future growth within the available resource limits.

The participants in the 1980 General Plan process were concerned about the environmental “carrying capacity” for residences in the region. New development was rapidly becoming reliant on non-renewable groundwater and drawdowns in some wells were already becoming a concern.

## **GENERAL PLAN ACTIONS**

1. Complete a Water Resources Management Plan which is based on detailed studies of renewable water sources and aquifer systems. This Plan will address:
  - a. the recommendations of the 1994 Water Resource Inventory, other authoritative studies and the goals and actions of this General Plan;
  - b. building regional partnerships with all water users to develop long-term, sustainable water management strategies; working with the City of Santa Fe and other water shareholders to develop imported water sources and delivery systems;
  - c. identifying and designating sensitive groundwater management zones and creating active management strategies for these areas;
  - d. expanding support of the groundwater monitoring program and other technical studies; and
  - e. recommending changes to the Land Development Code.
2. Develop a County Water Conservation Program through development codes and regulations, pricing and supply policies for any public water systems and by cooperating with other water supply or regulating agencies.
3. Support the use of innovative techniques for agricultural, municipal and industrial uses to conserve water.
4. Continue use of the hydrologic zone water availability administration system in rural locations, requiring the conservative management of groundwater resources:
  - a. improve hydrogeologic studies to modern standards of technical knowledge and professional practice; and
  - b. reconsider the appropriateness of density increases through the use of hydrological zoning.

5. Continue development of the County Water Company's water system in coordination with the goals of the County General Plan. The County Water Company should continue with its plans to purchase water rights and import water via a surface water diversion structure on the Rio Grande.
6. Support alternative, recycled and renewable water supplies and efficient delivery systems for Community Water Systems.
7. Work actively for a transition from 100 year hydrology to sustainable water usage.

## COMMUNITY RESOURCES: COMMUNITY AND DISTRICT PLANNING

### GENERAL PLAN GOALS:

Santa Fe County's community and district planning policy is to recognize that each settlement area in the County has a unique history and land ownership pattern. The County should create a planning process and do more detailed planning, with the involvement of local residents and property owners, to consider the present and future needs of the areas. Community and district planning should protect communities, help solve problems, help prioritize local projects for available funding and resources, and involve property owners and residents in the formulation of land use regulations that respect the unique character of the communities regulated.

### PROBLEMS

- ☐ In reaction to growth and changes, residents want more involvement in planning and decision-making and better access to information.
- ☐ By 1995, "critical population size" (a population capacity based on estimated groundwater resources) was reached in six Traditional Communities; five more were on the threshold. Citizens in all these communities have approached the County to pursue some form of community problem-solving, but no remedial actions have been taken.
- ☐ Planning for Contemporary Communities, started as subdivisions or land divisions, has not been considered.

**The 1980 Plan** designated boundaries for Traditional Communities and assigned a critical population size to most of them to assure planning for infrastructure in advance of water depletion or deterioration of water quality. The critical population size is an estimate of population capacity relative to the land area of the community and the groundwater in the area. Until work commenced on the Plan update, monitoring of growth had not been done. This benchmark can continue to be used, but the planning staff may need to revise and recalculate the critical population size numbers for communities where boundary or other changes occur.

Local Land Use and Utility Plans were also recommended in the 1980 Plan but it was not clear how these were to be undertaken. Consequently, none has been developed, completed or approved.

## **GENERAL PLAN ACTIONS**

1. Maintain existing zoning and boundaries in communities, unless changed through the community planning process and approved by the Board.
2. Continue the Traditional Community designations. Consider adding Sombrillo, Quarteles and Cieneguilla after boundaries and zoning are determined.
3. Designate Contemporary Communities, including Eldorado, that need to pursue immediate planning.
4. Implement a Community and District Planning Program to assist Traditional and Contemporary Communities and districts in solving problems related to land use and growth.
  - a. Give priority to those communities which have critical planning problems.
  - b. Such a program should include consideration of staffing, in-kind services, and the provision of funds and other resources to equalize the access of the various neighborhoods and communities to planning opportunities.
  - c. Community and District Plans should be based on participation by a broad cross section of residents and property owners, a survey of residents to identify issues, documentation and mapping of community features and they should propose solutions to identified problems.
  - d. Allow for District Plans for such areas as the Pojoaque Valley and the Estancia Basin.
  - e. Community and District Plans will be developed as elements of the General Plan. The County retains all final zoning and approval authority.
5. Designate Critical Planning Areas where immediate planning is needed. Critical Planning Areas are those communities where:
  - a. critical population size has been reached;
  - b. pollution of water resources has occurred or is threatened;
  - c. cultural integrity and unique character are threatened;
  - d. fire protection is hindered;
  - e. a high rate of growth is occurring relative to the small size of a community;

- f. mediation is needed because of a lack of consensus on development issues among residents;
  - g. where existing infrastructure is inadequate and detailed planning is needed;
  - h. New Community Districts are designated.
6. Community and District Plans should:
- a. include a resident survey to clearly identify major issues and problems within the community;
  - b. follow an agreed upon process allowing for the resolution of disagreements by consensus;
  - c. define community character and establish guidelines so that new development is consistent with such character;
  - d. determine local needs and priorities for capital improvements and funding; and
  - e. consider the following land use issues, strategies and solutions:
    - i. agriculture, ranching and related activities at various scales;
    - ii. voluntary land preservation programs and techniques, including conservation easements, transfer of development rights and the acquisition of open space lands;
    - iii. infill development patterns and performance standards;
    - iv. flexibility in the location of commercial, recreational and educational uses related to agriculture and ranching subject to community compatibility and impact reviews;
    - v. development of regulations that reduce the mutual impact of adjacent residential and agricultural lands; and
7. Work with communities and districts in the preparation of their plans.
- a. Review plans for Estancia Basin, Santa Fe Northwest Advisory Council (SNAC), Cañada de los Alamos and Tesuque. The County should consider providing professional facilitation to help these communities resolve any impasse issues.
  - b. Continue to support community planning in La Cienega, Cerrillos, Madrid and Agua Fria, Arroyo Seco and the Estancia Basin.
  - c. Begin community planning for Edgewood and Eldorado.
8. Create Community Plans for all New Community districts prior to increased density.
9. Consider creating regional Local Development Review Committee(s) for districts where several Community Plans have been prepared.

10. Work to include federal authorities (BLM), State and Pueblos in the planning process where possible.

11. Community and District Plans should consider new development's impacts on current residents and the attempts to minimize negative impacts on such current residents.

## **COMMUNITY RESOURCES: COMMUNITY CHARACTER AND DESIGN**

### **GENERAL PLAN GOALS**

Santa Fe County's design policy is to maintain the rural, unique and diverse character of the different geographic locations within the County. The County should ensure that communities develop in a manner consistent with their character or in a manner consistent with the standards developed through the community and district planning process in such a way that they incorporate mixed uses and rely on the local models for development patterns.

### **PROBLEMS**

- ☐ County codes do not recognize that each settlement area of the County has a unique history and land ownership pattern.
- ☐ Standards do not adequately reflect community features or rural, unique and distinct character of the different geographic regions.

The **1980 Plan** discussed the “unique cultural and historic landscape” of the small traditional settlements and ranch lands of Santa Fe County in the appendix reports, but did not directly address design issues. The Code did not impose formal design standards or guidelines for residential uses except through the subdivision regulations.

### **GENERAL PLAN ACTIONS**

1. Create or amend zoning development standards to provide opportunities for social interaction through the use of compact development forms, the integration of business centers and small businesses in communities and improved access and circulation for pedestrians, equestrians, bicycles and vehicles.
  - a. Promote the development of mixed-use “village” centers in existing and proposed developments. All centers should provide a public gathering space, such as a common green or plaza, commercial services and employment opportunities.
  - b. Continue the use of performance zoning standards for new developments.
  - c. Add community performance standards and incentives to help achieve affordable housing, traffic reduction, the provision of protected open space, and the provision of community facilities and amenities.

2. Create residential and commercial design standards and guidelines for all new and infill developments based on traditional and local patterns and Community and District Plans.
  - a. Create site planning and landscape standards which reflect the local or regional community patterns.
  - b. Through the community planning process, communities may create architectural guidelines which reflect the local design, style and scale.
  - c. Establish architectural guidelines, site planning and buffer standards for New Communities and Highway Corridors.
  - d. Continue to regulate signs, overhead utilities and other potentially unsightly design elements.
3. Continue protection of historic sites, landmarks, cultural sites and archaeological districts.
4. Provide practical options for landowners who wish to protect ranches, agricultural lands, irrigated fields and acequia systems.
  - a. Assure that subdivision standards reflect the rural, unique and diverse community environment.



## COMMUNITY RESOURCES: HOUSING

### GENERAL PLAN GOALS

**Santa Fe County's policy on housing is to provide diverse housing opportunities integrated within communities that meet the needs of all residents.**

### PROBLEMS

- ☐ The rate of population growth is projected to be lower than previous years. The South County, especially Edgewood, is projected to grow at a faster rate than the rest of the County.
- ☐ Even with the projected declining growth rate, by the year 2020, 25,000 additional homes are projected to be needed. In 1993, there were over 18,000 approved but vacant housing sites—over 9000 in the City of Santa Fe, 300 in the north County, 6500 in the central County area, and 2000 in the south County area.
- ☐ Rising land costs, lower wage scale and high commuting costs, all contribute to the lack of affordable housing.
- ☐ County codes limit diversified housing opportunities.
- ☐ Large lots and lack of infrastructure to support higher densities or multi-family housing contribute to the cost of housing and limit the supply for low and moderate income and age groups, especially the elderly.
- ☐ Excessive governmental regulation and application processing time may contribute to the cost of housing.

**The 1980 Plan** projected a slightly higher population growth than 1990 Census counts, but predicted that the cities of Santa Fe and Española would absorb 70% of the new population in urban areas where infrastructure would be provided. Instead, 68% of new residents have located in rural County areas. The 1980 Plan did not consider housing issues.

### GENERAL PLAN ACTIONS

1. Develop a Community Housing Program and Plan.
  - a. Prepare a housing needs assessment to determine existing housing stock and needs of residents.
  - b. In conjunction with the County Housing Division and other private non-profit housing providers and program, develop programs to address the housing needs of residents.

- c. Develop standards and revise the code, as necessary, to address housing (including manufactured); opportunities and solutions which support the varied family needs of residents such as family compounds, secondary units for semi-independent family members, guest houses, co-housing communities and other similar programs.
  - d. Provide incentives for the use of innovative technology, site planning and construction techniques that would lower costs while maintaining a high standard of residential development and community design which reflects local character and protects the environment.
  - e. Create standards for mobile home parks to provide amenities for residents.
  - f. Provide greater diversity in the price, size and type of housing.
- 2. Continue the family transfer option so that family land can be retained and provide housing for family members.
  - 3. Streamline all regulatory processes to minimize approval time to lower costs. This will not supersede current review boards.
  - 4. Develop regulations to provide affordable housing in neighborhoods and developments served by the County Water Company where density increases are appropriate, while addressing impacts to surrounding neighborhoods.
  - 5. Continue to allow residential usage and construction that meets performance standards and meets community and district plans.

## **COMMUNITY RESOURCES: UTILITIES, TRANSPORTATION AND PUBLIC SERVICES**

### **GENERAL PLAN GOALS:**

Santa Fe County's policy is to assure that adequate utilities, transportation and public services are in place to serve existing community areas and that the location of existing and planned infrastructure guides the development of new communities.

#### **UTILITIES GOALS**

The County should play an active role in the development of water and waste water systems coordinated with the planned location of new development and in critical areas. Through the community and district planning process, design utilities to support and to fit into the rural, unique and diverse community character, aesthetics and environment of the County.

#### **TRANSPORTATION GOALS**

The County should promote a variety of transportation systems in the County, including mass transit, bicycles, pedestrians, equestrian uses and vehicles. These systems should be developed to reflect rural, unique and diverse community character and patterns, and should emphasize an efficient network of smaller roads and trails, scenic byways and buffered road and highway corridors between communities.

#### **PUBLIC SERVICES GOALS**

The County should build and maintain facilities and provide services in response to public need. The necessary services and infrastructure should be provided in community centers throughout the County as these new areas are developed and as existing communities grow.

### **PROBLEMS**

- ☐ Although some major improvements have been made in recent years to County utilities and services—law enforcement, roads, landfill, fire/emergency, and the Water Company—the County's ability to provide services and infrastructure to a rural population that has tripled in 20 years is strained.
- ☐ County residents want more and better services from the County, but fear rising taxes for improvements.
- ☐ Planning for construction of utilities is fragmented.
- ☞ Most types of infrastructure (electricity, natural gas, sewer, telecommunications, and water supply systems) in Santa Fe County are provided by private companies or cooperatives that are regulated by state and federal government.

☞ Publicly funded infrastructure is planned and built by diverse agencies or branches of agencies. Lack of coordination and even competition in goals can make it difficult for County government to participate or assert leadership.

❑ Thousands of lots and home sites have been platted in small developments, often without utilities or roads. There is increased competition for limited funding, especially since federal subsidy and grant programs have been reduced or eliminated.

❑ Design of roads is guided by uniform industry standards rather than local character or community needs. Concerned citizens have resisted planning and construction of needed improvements.

❑ In the faster growing areas, around Santa Fe and in Edgewood, connector roads between subdivisions, parks and school sites have not been planned or constructed.

❑ Many of the recommended utilities (i.e., water and sewer systems) in the existing communities have not been built or improved.

❑ Traffic congestion is a problem on major roads due to residential development and increased numbers of commuters and construction that has lagged behind growth.

❑ Citizens in the northern valleys and south County have difficulties accessing County services in the County seat, Santa Fe: long distance phone calls are required, and no single news media covers the entire County.

❑ County programs and services seem “invisible” to some residents.

❑ Enforcement and implementation of plans and ordinances is a continuing problem in the face of the growth.

**The 1980 Plan** relied on provision of utilities, transportation and services in the urban areas by the municipalities or by developers in large subdivisions, and it implied that communities would plan through Local Land Use and Utility Plans, noting that provisions of services by the County would be difficult for rural areas. No other planning for roads, utilities, or services was done. The 1980 Plan had no further discussion of citizen access to government services.

## **GENERAL PLAN ACTIONS**

1. Prepare, adopt and fund an ongoing County Capital Improvements Program (CIP) for utilities, transportation and public service facilities including but not limited to:

a. water service and sewer infrastructure;

- b. roads, mass transit systems, bicycle systems, pedestrian and equestrian ways;
  - c. regional landfill and a recycling program;
  - d. parks, recreation and trail systems, include maintenance of County-owned or dedicated parks and open space;
  - e. programs and community services with NMSU Extension for Farm Bureau, the County Fair, 4-H groups and the County Agricultural Extension agencies;
  - f. emergency dispatch and 911 services;
  - g. law enforcement;
  - h. fire protection and fire districts;
  - i. County health services;
  - j. libraries;
  - k. satellite County service offices;
  - l. community centers for senior, preschool, youth programs;
  - m. indigent services; and
  - n. jail and court facilities.
2. Continue use of the Infrastructure CIP to actively seek State funding.
  3. Through the Community and District Planning process, identify local needs for service and improvements and determine priority for projects and funding sources within the CIP.

## UTILITIES ACTIONS

1. Prepare Service Area Plans for utilities in New Communities.
2. Adopt utility design standards which support rural, unique and diverse community character for all utility projects being developed in the County, including County projects. Design standards should:
  - a. minimize visibility of such things as overhead wires and utility towers. When feasible, place them underground;
  - b. design drainage systems that protect natural drainage ways and land forms;
  - c. determine the placement and construction of utility and communications transmission structures and corridors.

3. Support development which uses the abundant natural renewable resources of the County to make regions and communities more self-sustaining.

## TRANSPORTATION ACTIONS

1. Develop a Transportation Plan that addresses multi-modal systems, roadway design standards and the location of new roads tied directly to the planned locations for communities.
  - a. Continue to work with community groups, such as the Arterial Roads Task Force and the Trails Committee, to plan for the location and design of new roads, trails, transit routes and identify necessary transportation improvements, especially for the area south of I-25 and the City of Santa Fe and in the Edgewood area.
  - b. Adopt the Arterial Roads Plan for the Santa Fe Extraterritorial Area.
  - c. Continue demonstration and implementation projects for transit, park and ride, and other opportunities to reduce traffic congestion.
  - d. Develop new road systems which form an efficient network of two-lane arterial roads that fits into local patterns and connects to existing roads.
2. Amend codes and assess development proposals for:
  - a. their transportation connections between the development and neighborhoods, and commercial, public and community facilities;
  - b. the integration of jobs, shopping and housing in New Communities to reduce the growth rate of traffic and trips per day.
3. Amend road and transportation design standards to:
  - a. promote aesthetic components in road design: curves, framed termini, minimized cuts and fills, parkways;
  - b. address the needs of communities and mixed-use areas—slower speeds, varied road widths, smaller curve radii, traffic calming techniques, incorporating bike and pedestrian access;
  - c. design intersections for pedestrian, equestrian and bicycle safety, as well as aesthetics;
  - d. promote alternatives to cul-de-sacs;
  - e. design parking areas for safety of cars and pedestrians and which respond to community character;

- f. provide alternative corridors—sidewalks, paths and trails for pedestrians, equestrians, bicycles;
  - g. build structures and roadways which reflect and enhance local community character; and,
  - h. minimize noise, light and visual impact.
- 4. Develop strategies and programs to acquire rights-of-way.
  - 5. Assert County standards and policies for transportation plans implemented by State and Federal agencies within Santa Fe County.
  - 6. Actively seek ISTEA and other funding for desired transportation alternatives.
  - 7. Develop standards for County scenic and historic byways.
  - 8. Develop strategies and programs to create bicycle, equestrian and pedestrian trail systems as an alternative to vehicular transportation.

#### PUBLIC SERVICES ACTIONS

- 1. Cooperate with and continue the practice of joint projects, joint services agreements, and other cooperative arrangements with cities, counties, school districts, state, pueblo and federal agencies to provide better, more cost-effective coordination of County services.
- 2. Improve access and visibility for County services and administration in the communities and neighborhoods, especially for those areas of the County distant from the offices in the County seat.
  - a. Set up a satellite office in the south County, to accept permit applications and provide County records and information.
  - b. Improve public notice and information for public hearings, meetings, County services and other activities.
  - c. Publish and disseminate schedules, information, and “how to” pamphlets and booklets which describe County programs and initiatives.
  - d. Formalize the appointment process for County committees and commissions so that they are representative of the regions in the County.
  - e. Consider the need for review of development at the local level. A member of the Community Development Review Committee (CDRC) shall represent each County geographic area and interest.
- 3. Create the administrative and organizational changes in County government necessary to carry out the goals of the General Plan.

- a. Prepare and implement the Element Plans: housing, transportation, recreation and open places, economic development, water resources management, utilities corridors.
  - b. Prepare a Capital Improvements Program.
- 4. Improve processing of applications and enforcement of existing policies.
- 5. Staff will periodically review the land use process, approval process, regulations and ordinances for update to simplify and streamline processes dealing with the public.



## **COMMUNITY RESOURCES: ECONOMIC DEVELOPMENT AND DIVERSITY**

### **GENERAL PLAN GOALS**

Santa Fe County's economic development policy is to pursue a strategy that provides diverse business and employment opportunities in appropriate areas throughout Santa Fe County, within community centers and at locations where transportation and other services are feasible.

### **PROBLEMS**

- ☐ Small businesses have provided the highest job growth in the last decade but County codes do not encourage and assist their development.
- ☐ The commercial “nodes” have slowed the progression of strip commercial development, but some nodes are not well planned and don't meet the needs of small businesses and industries. Poorly developed nodes (i.e., too many nodes strung along rural roads and highways) can create strip development.
- ☐ Intersections are being created on highways just to locate parcels eligible for commercial zoning; these may not be the best locations relative to nearby residential development.
- ☐ Traffic congestion is increasing because jobs and shopping are separated from and not integrated into newer residential areas in the County. Development of transportation facilities has not kept up with demand.

**The 1980 Plan** used an accessibility model to project which areas of the County were preferred for settlement based on access to job opportunities in Santa Fe, Española, Los Alamos or Albuquerque. The Plan assumed that most jobs would remain in the urban areas and recommended that economic activities which locate in communities and rural areas meet shopping and service needs of rural residents. In fact, most jobs have been provided by small businesses often spread throughout the County.

Locations of major centers for economic activity were suggested; these were the basis for the non-residential “node” concept in the Code, but the County has not planned locations. Traveler's services, neighborhood centers, agricultural, mining, recreation, and home occupation businesses were to be permitted.

## **GENERAL PLAN ACTIONS**

1. Develop and adopt planning strategies and regulations which provide diverse, stable, career-oriented employment opportunities for all citizens including youth and senior citizens. The economic development strategies should identify:
  - a. types of businesses and industry that can diversify and strengthen the economy;
  - b. ways to encourage environmentally clean industries to expand or locate in the County;
  - c. how agricultural uses and ranching can continue to grow throughout the County;
  - d. regional economic needs within the County; and
  - e. actions which can be taken by the County, developers and communities to accomplish specific goals.
2. Through the planning process identify appropriate locations throughout the County for economic development uses, industrial uses, large institutions and where regional commercial and business uses are needed.
  - a. Integrate uses within residential areas or around transit or transportation centers so that location of businesses and institutions do not contribute to sprawl.
  - b. Community and District Plans should address economic development locations.
3. Develop detailed planning for corridors and gateways of critical concern because of commercial development pressures (i.e. Edgewood/US 344/I-40; the Cerrillos/SR14/I-25 corridor; the I-25 and SR599 corridors around Santa Fe; and the US285 corridor to the north.)
4. Promote locally-owned businesses and home occupations. Create zoning solutions to accommodate the needs of small businesses, including locations in “village” centers and home occupation provisions and away from highway corridors.
5. Support outreach programs for career development that link the business community to educational institutions (public schools, colleges, universities and private institutions.)
6. Cooperate with regional jurisdictions (including Los Alamos, pueblos, adjacent counties and cities) and non-profit agencies to plan for economic development.

7. Promote local development and production of alternative energy and renewable resource harvesting to make rural and community economies more self-sustaining.
  - a. Develop new or amended standards and guidelines for domestic and grid interface systems throughout the County.

## REGIONAL RELATIONSHIPS

### GENERAL PLAN GOALS

Santa Fe County's policy is to strengthen the relationships between the County and the regional political and regulatory entities, especially the City of Santa Fe.

### PROBLEMS

- ❑ Growth, development and service problems cross jurisdictional boundaries. The County abuts seven other counties, and includes all or parts of seven Pueblos and two municipalities.
- ❑ The City of Santa Fe, because of size and resources, tends to dominate; residents of rural areas perceive that their needs and desires are not heard.
- ❑ There is a public perception of conflict or disagreements over administration and regulation of the Santa Fe Extraterritorial Area; there is little recognition of the joint services and efforts that are accomplished.

The 1980 Plan assumed that regional services and infrastructure for the urban areas would be provided by the municipalities, especially the City of Santa Fe. There was no further discussion of jurisdictional or regional relationships between the County and other agencies.

### GENERAL PLAN ACTIONS

1. Define and formalize relationships between the County and other governmental entities through joint projects, joint powers agreements, joint services agreements and memoranda of understanding. The County will continue to work with cities, counties, school districts, state, Pueblos and federal agencies to provide better, more cost-effective coordination of services and management policies.
2. Establish a work program with non-profit and quasi-public entities such as land trusts, educational institutions, social service providers, and community service organizations to achieve community-wide goals.
3. Continue cooperative relations with the cities of Santa Fe and Española over extraterritorial jurisdictional matters.
  - a. Specific issues which need regional planning solutions are the extent and areas of future annexation, creation and enforcement of urban area boundaries, open space buffers and trails, road and highway corridors and gateways, regional transportation, airport noise abatement and water planning.
  - b. Amend the Santa Fe Comprehensive Extraterritorial Plan to reflect new policies in the County and City General Plans.

- c. Initiate cooperative regional planning for infrastructure and services.
- 4. Develop cooperative relationships with adjacent counties, nearby cities and Pueblos, including:
  - a. Bernalillo, Torrance, Rio Arriba, Los Alamos, Sandoval, San Miguel, and Mora Counties;
  - b. the Cities of Albuquerque and Moriarty; and
  - c. Tesuque, Pojoaque, Nambé, San Ildefonso, Santa Clara, Cochiti and Santo Domingo Pueblos.

## GLOSSARY

*acequia:* an irrigation ditch.

*affordable housing:* housing that is interspersed with market housing and is available to persons in the community whose incomes are below the median income. See also community housing.

*agriculture:* the cultivation and production of crops and raising of livestock.

*aquifer:* a geological unit in which porous and permeable conditions exist and thus is capable of yielding usable amounts of water.

*buffer:* open space along the exterior boundaries of a development or community or along a road which serves as a transitional area between such development and adjacent land uses. The location of buffers to maintain community identity or separation between existing communities and new development may be designated by community plans as well as this Plan and implemented through a variety of creative design or development standards.

*business center:* area of commercial development surrounded by other developed land uses.

*Capital Improvements Program (CIP):* a plan for capital expenditures to be incurred each year over a fixed period of years (usually 5 to 10 years) to meet capital needs arising from the General Plan and long term commitments of the County. It sets forth each project in which the local government is to have a part and specifies the full resources estimated to be available to finance the projected expenditures. A CIP may include a listing of projects in reserve to be programmed as new sources of public and private revenue become available. The portion of costs that are attributable to serving new development within designated service areas may also be estimated as a basis for impact fees or other financing mechanisms.

*commercial uses:* those activities relating to commerce, including retail business and services, professional and government offices and developed recreational uses.

*community:* a group of people with a common characteristic or interest living together in a specific locality within the larger area of the County. Communities have (or develop over time) common institutions, both formal and informal, which serve the practical and social needs of the residents. These range from schools, churches, and local governing bodies to community associations and volunteer organizations such as fire departments and fraternal clubs which provide community-wide services or programs.

*community character:* specific, articulated attributes of a place, particularly as they relate to design elements, public and private spaces and social interactions.

*community housing:* housing available to anyone in the community which provides a variety of types, sizes and price ranges in order to meet the needs of residents. See affordable housing.

*community planning:* detailed problem solving in local communities that involves local residents, property owners and local business people who identify and prioritize needs, formulate plans, and in conjunction participate with staff if appropriate in drafting ordinances for consideration by the Board of County Commissioners. Community planning may be accomplished for an entire district.

*community water system:* a water supply system which serves five or more dwelling units or commercial units through facilities which are under central or common ownership and/or management.

*compact development pattern:* development that occupies land efficiently so that costs of infrastructure are lower and natural areas and recreation areas can be left undeveloped.

*conservation easement:* a property interest or right granted by the owner of land to another party to maintain or limit the use of that land in a natural undeveloped state.

*contemporary community:* development area that is 1) less than 75 years old 2) is large or dense enough to create demand for local commercial and public services and 3) that needs community or town planning to assist in evolving into community centers.

*corridor:* a connector between rural areas and a separator between neighborhoods and developments.

*covenant:* a private legal restriction or promise agreeing to performance or nonperformance on the use of land and water that is formally recorded.

*critical planning areas:* communities with serious resource problems or social conflicts which need to undertake community planning to resolve development problems.

*critical population size:* a concept defined in the 1980 Plan that based population capacity on availability of groundwater resources. It was used to determine when planning, especially for community infrastructure, was needed.

*cultural areas:* historic, cultural and archaeological sites and landmarks that contribute to community identity, history and connection with others.

*density:* the number of dwelling units per acre of land.

*design standards:* models or criterion established for types of materials, scale of architecture and other improvements and landscape that are consistent with the existing community.

*density incentives:* a performance standard which rewards developers by allowing them to subdivide land into a greater number of lots or build a greater number of units for the achievement of specified public objectives.

*development:* all structures and other modifications of the natural landscape. The division of land, the construction, reconstruction, conversion, structural alteration, relocation or enlargement of any structure, any resource extraction or extension of the use of land.

*district:* A distinct planning zone, including but not limited to new communities, rural planning districts or other defined districts established for the purposes of planning under this Plan. The General Plan divides the County into several regional and community districts for zoning and planning purposes.

*domestic well:* a water source that draws on groundwater associated with an individual home site pursuant to Section 72-12-1 NMSA, as amended.

*environmentally hazardous areas:* areas that may be unstable or hazardous to people and property if developed.

*family transfer:* the division of land to create a parcel that is sold or donated as a gift to an immediate family member.

*gateway:* a natural or planned transition or entryway between areas.

*groundwater:* the water contained in the saturated part of the earth located below the water table in an aquifer that supplies wells and springs.

*growth management:* the use of techniques by a community to permit it to determine its own amount, type and rate of growth and to allow development to occur in designated areas.

*home occupation:* a business or profession operated within a residential dwelling or on a residential parcel by the occupant, and is the secondary use for the dwelling.

*incentive:* a reward offered to stimulate greater effort.

*industrial uses:* parcels where companies are engaged in production and manufacturing of materials and products from raw materials or finished products and parts.

*infill:* accommodating development in areas where other development and infrastructure is already in place or in close proximity.

*infrastructure:* permanent installations of utilities including water and sewer systems, community facilities and roads.

*institutional uses:* churches, schools, hospitals, residential care facilities, other public or quasi-public uses.

*ISTEA:* the Intermodal Surface Transportation Efficiency Act was designed to develop and fund transportation systems integrating multiple transit types to efficiently move people and goods.

*lot:* a platted parcel of land intended to be separately owned, developed and otherwise used as a unit.

*manufactured housing:* a building or portion of a building designed for residential use which is constructed in a factory and transported to a building site.



*mixed use:* development that includes a combination of usually separated uses, such as residential and local businesses, on the same site and provides an array of housing and other developments to reduce distances between home, job, play, and school.

*natural areas:* lands where natural resources and environmental processes are easily disrupted by people and development, including wetlands, streams, habitat areas and major vegetation types.

*neighborhood:* a developed area containing a full and balanced range of human activity which is recognized and defined as a discrete area; usually bounded by major physical barriers or edges such as highways, railroad tracks, rivers or arroyos, parks or public lands, or large undeveloped tracts.

*new community:* a compact form of new development designed with elements of historic village or town land use patterns and scale, including a town center with commercial and public space, mixed residential uses and open spaces which define the community edge. New communities are intended to use more efficiently the County's limited resources, especially water and public services, and to provide opportunities for important community benefits usually missing from conventional subdivisions: the potential for a mix of housing types and affordability, social and public centers, a decrease in the number of automobile trips for jobs and shopping, and a focus around transit centers and routes.

*new community districts(NCD):* zoning districts which may be designated by the Board where new communities may be approved.

*open space:* parcels of land or portions of parcels designated through the community planning or open space plan process and approved by the BCC which will remain undeveloped and natural or with restricted development for environmental, cultural, resource, community or recreational purposes in perpetuity through various legal and voluntary means.

*performance standards:* a minimum requirement or maximum allowable limit on the effects or characteristics of a use, usually written in the form of regulatory language.

*protect:* reduce possibility of destruction, maintain the integrity of, especially through financial and legal guarantees.

*region:* an area which contains certain homogeneous geographical, economical or social characteristics.

*renewable resource harvesting:* development and production of alternative energy for on-site and export use from resources which are not depleted or can be reused, principally related to solar and wind resources.

*rural:* lands which have traditionally been sparsely populated outside of urban areas.

*sensitive areas:* special natural areas or cultural areas, the character of which may be easily degraded by inappropriate development or human activity.

*settlement:* a place or region settled as a small village.

*small business:* Small Business Development Association (SBDA) defines a small business as a proprietary ownership, or privately-owned company, that employs a small number of people. It is also a commercial use larger than a home occupation, intended to serve the needs of a neighborhood or traditional community.

*sprawl:* inefficient consumption of land that spreads from urban and suburban areas to undeveloped land nearby that results in the inefficient use of infrastructure.

*subdivision:* a tract of land that has been split into building lots where uses and activities are zoned and segregated.

*surface water:* water that is in streams, rivers, lakes and wetlands.

*taking:* the appropriation by government of private land for which compensation must be paid under the U.S. Constitution; property cannot be condemned through eminent domain for public use or public purpose without just compensation.

*transfer of development rights:* a concept that has been enacted in some locations, in which the *development rights* are separated from the land in an area in which the community wishes to limit development (“sending” zone), and permits them to be sold for use in another area (“receiving” zone) determined to be more desirable for higher density development.

*Traditional Community:* The 1980 plan designated these settlement areas based on the following criteria: (1) 75 or more years of continuous settlement; (2) an historic pattern of land use or development; (3) historic structures; and (4) existence of village center or centers.

*urban:* compactly developed areas where densities exceed eight units per acre. Urban areas also contain commercial or economic centers, civic and institutional uses and extensive infrastructure, but generally depend on surrounding rural areas for raw resources.

*urban area boundary:* the established limits of a municipality as delineated on maps and by a physical edge, such as a road or landform or platted buffer.

*village:* a settlement smaller than a town that is not necessarily incorporated. The actual size varies but it implies the equivalent of a complete *neighborhood* isolated in the landscape from other towns.

*water conservation:* planned management of water use so that it will be available for future generations.

*water rights:* rights to use of water.

*water table:* the upper limit of the portion of the ground that is wholly saturated with water.

*zoning:* a power enacted by local government in which the community is divided into districts or zones within which permitted uses and special uses are established as are regulations for development standards.

## **PART II: THE PLANNING DISTRICTS**

# INTRODUCTION

## **RATIONALE AND OBJECTIVES**

Part II of the Santa Fe County Growth Management Plan is based upon numerous principles developed by the General Plan Steering Committee (1994-996), refined through rigorous public debate and adopted as policies by the Board of County Commissioners on December 17, 1997 as The Santa Fe County Growth Management Plan, 1997 General Plan, Part I: Policies.

The following statements are a summary of these ideas, as a preface to and a reminder of, the principles upon which **Part II: The Planning Districts** has been prepared.

### **RATIONALE FOR THE DEVELOPMENT OF THE SANTA FE COUNTY GROWTH MANAGEMENT PLAN**

- Reevaluation of growth patterns and trends established since the 1980 County General Plan
- Reevaluation of 1988 Extraterritorial Plan and Extraterritorial Zoning Ordinance
- Reconsideration of the needs of Traditional Communities and Large Subdivisions
- Reconsideration of Water Policies and their relationship to Land Use Policies

### **OBJECTIVES**

- ⊙ Make the Plan Vision a reality through the creation of distinct Planning Districts.
- ⊙ Reaffirm the County's commitment to protect the natural environment, especially groundwater quality and quantity, for future generations.
- ⊙ Redefine the County in ways that are responsive to the expressed desires of different areas, communities and neighborhoods to be more involved in local planning issues.
- ⊙ Protect the context and definition of the County by fostering more compact settlements, and providing and protecting appropriate open space so that separations between communities remain discernible.
- ⊙ Support the rural agricultural and ranching economies throughout the County.

- ⊙ Protect the unique countryside of the County and the special landscapes, places and lifestyles that residents value.
- ⊙ Provide the setting and regulations for compact urban form.
- ⊙ Respect existing communities and help them solve problems.
- ⊙ Preserve Traditional Community development patterns.
- ⊙ Allow for the development of new villages and neighborhoods, as the norm rather than the exception, that include a mix of residential and commercial uses.
- ⊙ Designate specific growth areas to minimize costs of sprawl.
- ⊙ Provide for the efficient use of infrastructure, public services (including schools) and public land resources.
- ⊙ Protect important highway corridors.
- ⊙ Assure that a mix of affordable housing opportunities are available to residents throughout the County.
- ⊙ Promote local economic competitiveness by providing employment-centered communities that offer regionally appropriate and creative job opportunities.
- ⊙ Provide transportation options that include transportation sensitive land use decisions and policies, transportation choices and pedestrian orientation.
- ⊙ Provide for implementation strategies that are realistic and achievable.
- ⊙ Provide new incentives, such as a Transfer of Development Rights Program, for maintaining desired development scenarios.
- ⊙ Create meaningful partnerships with the cities of Santa Fe, Española and the new Town of Edgewood to develop regional growth strategies that are based on action-oriented programs that can be achieved on a step by step basis.

**Smart Growth** is more than a current catch phrase in search of a new page in the lexicon of contemporary planning. It makes good sense. But growing smartly requires that we pursue creative strategies based on realistic goals. **Creative Growth** means that urban and regional planning may finally have to come down to earth to engage visionary ideas with practical solutions.



*graphic from Sierra Business Council,  
Truckee, CA*

*“ direct new growth into more compact development patterns, with clear edges between developed areas, in keeping with traditional patterns that are compatible with the unique character and history of different settlements within the County....designate specific growth areas to minimize the costs of sprawl....provide for the efficient use of infrastructure, public services and public land resources....provide transportation options, transportation sensitive land use decisions and pedestrian orientation”*

**population projections for santa fe county**  
*(INCLUDING CITIES OF SANTA FE AND ESPANOLA)*

population forecasts:

	TOTAL	NORTH	CENTRAL	SOUTH
1990	98,928	11,667	82,134	5,127
2000	124,045	14,178	100,972	8,895
2010	140,779	15,820	113,552	11,405
2020	156,140	17,277	125,680	13,183

projected population growth by region, 1990-2020:

	NORTH	CENTRAL	SOUTH
1990-2000	2,500	18,838	3,768
2000-2010	16,52	12,550	2,510
2010-2020	1,457	12,158	1,578
TOTAL	5,609	43,546	7,856

percentages of new population by region, 1970-2020:

	1970-1980	1980-1990	1990-2020
NORTH	11 %	13 %	10 %
CENTRAL	85 %	78 %	75 %
SOUTH	4 %	9 %	15 %

from *Santa Fe County Population and Housing Study*, John Prior Associates, 1994



### housing projections for santa fe county

#### housing unit supply by region:

	TOTAL	NORTH	CENTRAL	SOUTH
1990	41,464	4,594	34,853	2,017
2020	71,893	7,637	57,675	6,581
TOTAL INCREASE 1990-2020	30,429	3,043	22,822	4,564

#### new housing units needed by region, 1995-2020: (EXCLUDES BUILDING PERMITS APPROVED 1990-94)

NORTH	2,476	
CENTRAL	19,192	(City 8,632; County 10,551)
SOUTH	3,729	
TOTAL	25,397	

#### approved sites by region:

NORTH	336	
CENTRAL	15,716	(City 9,173; County 6,543)
SOUTH	2,181	
TOTAL	18,233	

#### difference between approved and needed sites by region:

NORTH	2,148	
CENTRAL	3,467	(City -541; County 4,008)
SOUTH	1,550	
TOTAL	7,165	

from *Santa Fe County Population and Housing Study*, John Prior Associates, 1994

## THE ZONING PLAN

Zoning determines types of uses, locations, density and intensity, and design of future development. Part II, The Planning Districts, uses zoning and the proposed Districts to further the Vision, Goals and Policies and preferred development scenario of the Santa Fe County Growth Management Plan.

**The proposed Planning Districts are:**

- **Rural District**
- **Estancia Basin District**
- **Traditional Community Districts; Contemporary Community Districts**
- **New Community Districts: the Community College District**
- **Highway Corridor Districts: the Metro Area Highway Corridor District**
- **Airport Development District**
- **Urban Growth Areas**

Land development is a community-building activity as well as a profit-making activity for land owners. It is the County's interest that land development contributes in a beneficial way to the long range health, safety and welfare of all the citizens of the County. Landowners who develop wisely, who design in long range amenities and infrastructure benefits, often gain increased marketability and profits.

The benefits can be diverse and must be balanced with the costs which may accrue to individuals and the public for health, safety and welfare improvements and services. Provision of homesites and roads needed for families and the growth in diverse households in the County is a basic goal of land development. But providing only these basics, without contributing to other services or amenities required by the residents of these developments, such as schools, parks and trails, fire protection, connector roads and transit, may build in deficiencies which must be later solved through tax increases.

It is the goal of this Plan to design the zoning plan for each District in Santa Fe County so that land developers design and build in a manner that provides long term benefits to all residents of the County, old and new, and that prevents long term budgetary shortfalls. The Growth Management Plan combines and balances both fiscal and quality of life concerns. A preferred

development pattern for each District will be described with a menu of choices for land owners. Health, safety and environmental requirements will be similar for all Districts.

## THE COSTS OF RURAL SPRAWL

### WHAT IS SPRAWL?

*sprawl: development that spreads out carelessly, without regard to its setting.*

People choose to live in the County for its rural environment and countryside amenities, away from the noise and congestion of urban locations. But this spread of development has effects on the existing communities as well as the vacant lands it occupies. The provision of private infrastructure and public services to the dispersed population translates to direct financial costs for homeowners and taxpayers. And there are social, environmental and opportunity costs to the community as a whole.

### THE NATIONAL PROBLEM

Various studies since 1989 have estimated the capital costs of low density development (less than 3 units per acre) from \$8,000 to \$15,000 more per house than for compact development patterns. The size of lots and the distance to central facilities and employment both add to the costs. Some capital costs - schools, recreation, and public facilities - are population dependent rather than density dependent. However, the costs of maintenance and services such as school transportation, fire and police protection also increase with distance from facility hubs.

While most local governments, Santa Fe County included, require developers to provide the on-site infrastructure, the “off-site” costs - schools, parks, fire stations, arterial and other connecting roads, water and sewer mains - are another story. The ability to fund, build, and maintain this infrastructure is a growing problem. Federal programs for construction of highways, sewer plants and water works in effect subsidized the building of ever larger more spread suburban and urban growth. As those federal subsidies have disappeared without any apparent cut in federal taxes, the public has not been willing to fund those costs in larger state or local budgets.

Local governments have responded to this dilemma with such methods as impact fees and requirements for private infrastructure maintenance. However, it is often politically unpalatable to charge the full cost of the infrastructure through impact fees, and private maintenance fees have proven to be unsustainable for low income homeowners. The balance of costs tends to be passed on to the general taxpayers in one form or another.

## **THE PROBLEM IN SANTA FE COUNTY**

Twenty years ago the demands for public infrastructure and services in Santa Fe County were very limited. But with the shift of population to the rural areas of the County where infrastructure is lacking or to villages where system capacity is now being overwhelmed, the costs of sprawl and the provision of roads, water, sewer, schools and other community facilities have become significant issues. Distance, the lack of existing service capacity, substandard infrastructure, and the fact that most development has occurred in small land divisions or subdivisions add to the challenges the County faces.

In subdivisions, the “on-site” costs of roads and water and sewer are passed on to buyers by developers as part of the price of the lot or house. In some cases, the County has successfully negotiated some off-site or regional facilities with larger developments which might be expanded to serve areas of other development if effective funding mechanisms can be implemented. In smaller subdivisions and land divisions, this is not usually the case as the need for larger roads, water or sewer systems arises from the cumulative effects of many individual development decisions over a period of time.

As the County or owners associations or neighborhoods grapple with the costs of retrofitting areas for needed infrastructure, the affordability of housing may be affected. In some locations, lots in land divisions and small subdivisions had low front end costs for roads and other improvements making them more available to lower income buyers. It may become difficult for owners to sustain “delayed” costs as the taxes or fees for improvement districts or other solutions are imposed.

### **SOCIAL, ENVIRONMENTAL AND OPPORTUNITY COSTS**

There is also a perception that the dispersal of population has had a negative effect on the culture of the traditional communities. There is a sense of loss of old ways, disintegration of traditions, and of a need to communicate and relate the history and traditions to the young and to new residents. Citizens cite other direct costs: a loss of important open spaces and access to trails; environmental degradation in the form of groundwater mining and pollution; noise and increased congestion; and erosion of the basic elements of community and neighborhood.

Some of the costs associated with sprawl, especially in developments with rigid covenants mandating a specific density or style, might be best described as opportunity costs. There is a loss of ability to evolve or respond to needs in the future. The costs of implementing alternative transportation to mitigate congestion or meet the needs of the very young and old is increased. Parcels of land to provide local services or small business needs

or parks and community facilities may not be readily available in convenient locations. Covenants make it difficult for the housing stock to evolve and meet the changing needs of families with smaller units and diversified housing types. Both young families and older residents may be forced to leave their neighborhood or community to find appropriate housing. The conventional subdivision model which has come to dominate the rural areas of the County has a rigidity which limits cost efficient and creative problem solving.

## POTENTIAL SOLUTIONS

A number of solutions are available to deal with the present and future costs of sprawl. The County has initiated some of these and could pursue others.

- Direct the location, mix and density of development so that new sprawl is minimized. This provides the critical mass so infrastructure and services in new or existing development can be more efficient and affordable (infill and new villages). This can be accomplished through Districts and District planning as well as Community Plans.
- Develop County standards which make maintaining the rural design features and the unique features of the traditional villages and the local environment the preferred model, rather than a standardized convention. This builds infrastructure that fits its environment and reduces costly variance requests.
- Impact fees charged to new development are an emerging method to address capital costs. Current system deficiencies cannot be remedied through the use of impact fees, so there must be a program to address deficiencies before an impact fee program can be put in place.
- Community plans or critical area plans could be used to develop detailed needs, costs and solutions for sewer, water, roads, and other facility or service needs for Improvements Districts to then fund and build needed improvements.
- Continue development of the Santa Fe County Water System to bring water service, fire protection, and imported water to its service area(s).
- Develop a Capital Improvements Program to systematize the funding and goals of the various public works and services provided by the County and assure that funds are supporting the adopted policy direction.
- New concepts include: equitable pricing systems (users pay the full cost of the service to their location); incentives for least cost development; least cost planning (including the costs of conservation improvements in the rate base to develop investment capital for more efficient infrastructure systems; revenue sharing and cost sharing for joint services provided in City and County areas.

→ Complete a detailed cost analysis for Santa Fe County of various development patterns and regions for delivery of services and infrastructure to help the County Commissioners make decisions about the most effective way to spend limited resources and citizens to weigh the long term effects of different zoning options in their communities.



*All five life zones in the County are present in this view looking east from La Puebla.*

*Most of the County lies within the grasslands and pinon juniper woodlands of the Upper Sonoran Life Zone.*



## THE SETTING

### THE LANDSCAPE OF SANTA FE COUNTY

Santa Fe County is a complex landscape of exceptional scenic beauty. Much of the County is dominated by mesas and peaks of the Sangre de Cristo, Ortiz, Jemez and San Pedro mountain ranges. Other distinctive land formations include peaks and escarpments: La Tetilla, Black Mesa, Las Barrancas, Wildhorse Mesa, the escarpment of Glorieta Mesa, El Cuervo Butte, White Bluffs, Galisteo Dike and numerous hogbacks, buttes, spires, and mesas. The land is cut by a number of cañons, cañadas and deep arroyos, some of which are distinctive or dramatic landmarks: the Rio Grande gorge, the lower Santa Fe River, Rio Frijoles, Tesuque Creek and Little Tesuque Creek, Arroyo Hondo, Galisteo Creek and Armijo Creek.

#### LIFE ZONES/VEGETATION

This complex landscape is home to an enormous variety of plants and animals. Scientists classify seven life zones throughout the world by vegetation type which vary by altitude and orientation to the sun. Five of these life zones exist in Santa Fe County.

1. The **Arctic Zone** is present in a few small areas high in the Sangre de Cristos where alpine tundra is covered by snow much of the year. Sedges, grasses and flowers burst into growth for the brief summer and pikas and marmots flourish in the high boulder fields.
2. The **Hudsonian Zone** exists between 9500 and 12,000 feet. It is characterized by spruce and fir forests and meadows luxuriant with grasses and wildflowers in the summer. Moisture is generous compared to other life zones and fungi, large mammals (elk, mountain goats, bighorn sheep), numerous small rodents, songbirds, raptors, and insects occupy these areas.
3. The **Canadian Zone** (8500 to 9500 feet) is home to mixed conifers and the beautiful aspen which provides cover and food for deer, elk, squirrels, beaver, and a variety of borers and other insects.
4. The **Transitional Zone** (6500 to 8500 feet) covers most of the mountain area in the County. The Ponderosa pine provides cover and food for a large number of mammals and birds - deer, elk, bears, turkeys, porcupines, tasseleared squirrels.



5. Most of the County lies within the **Upper Sonoran Life Zone**, both the pinon-juniper woodlands and the grasslands. This is the landscape which many people recognize as New Mexico. The piñon provide food for humans and birds such as the jay and offer cover for roads and buildings. The grasslands consist of grama, galleta, mesquite and buffalo grasses, and are the most extensive vegetation type in New Mexico. Bison once roamed these areas in vast numbers; now pronghorn antelope and deer often coexist with cattle and sheep.

The combination of freezing winter temperatures and aridity, intensified by high evaporation due to altitude and intense sunlight, produces conditions inhospitable to much plant life. Arid zones can erode drastically: arroyo cutting, flooding and droughts can alter the landscape in a relatively short time and can be exacerbated by human alteration.

*“The fragile balance of plant and animal life owing to drought, cold, and unpredictability of weather, the isolation of waterless plains and rugged mountains, and the State’s remoteness from ocean or navigable river are the natural features challenging all who have tried to live here. They are the threads that connect the history of the area from early Pueblo times, through Spanish, Mexican, territorial, and modern periods.”*

*New Mexico, A Guide To The Colorful State*, Chilton, 1984.

## A CLOSER VIEW

Although areas in the County share similar physical characteristics in terms of Life Zones, there are regional distinctions based on landform, water availability and settlement pattern. (See *Exhibit 1, Land Status Santa Fe County*)

### South Central And South County:

The south central and south County is dominated by grasslands bordered on the east by high rocky and piñon covered mesas and on the west by desert hills and mountains: the Cerrillos Hills, the Ortiz Mountains, the San Pedro Mountains and South Mountain. Rangeland and mining have been the dominant land uses in the last hundred years, except for the Estancia Basin area in and adjacent to Edgewood where dryland farming and irrigated feed crops have also been land uses. The majority of land is privately held, though dotted with BLM and State parcels. Small portions of Cochiti and Santo Domingo pueblos extend into the County. Perennial streams are rare, the most important being the Galisteo River.

Most of the large ranches in the County are located here. In 1974, 26 ranches of 5,000 acres or more were identified in the County; all but three of these are south of the City of Santa Fe. The Simpson ranch (more than 20,000 acres) had already been subdivided into the residential community of Eldorado and adjacent large lots for future development. Since the 1970's several more large ranches have converted in whole or part to residential lots or development: a large portion of the Jarratt Ranch became Rancho Viejo which has the San Marcos subdivision and the recently approved Rancho Viejo village, the Thompson ranch has received master plan approval (top of La Bajada). Ranches around Galisteo are being marketed at residential development prices. Portions of the Ball ranch near Golden have been conserved by an easement managed by the Nature Conservancy.

#### **North And North Central County:**

The north and north central County is framed by the Sangre de Cristo range on the east and the Caja del Rio on the west, both predominantly now in federal ownership. The Jemez Mountains lie just west of the County boundary but are a prominent scenic backdrop for the northern County. The rolling mesa lands and piñon-juniper foothills below the mountains are cut by a series of river valleys and many other arroyos and cañadas, including the Rio Grande and the Santa Fe River Canyon. In the past communities and pueblos grew along the lush river valleys - the Santa Cruz, Pojoaque/Nambe, Tesuque, Santa Fe - and the passes and cañons where trails and roads developed - the Santa Fe trail, the Camino Real.

The northern region of Santa Fe County is dominated by public lands managed as the Santa Fe National Forest, Bureau of Land Management property, and State Trust Lands and the Pueblos of Pojoaque, Nambe, Tesuque, San Ildefonso and portions of Santa Clara. This is an estimated 95% of the total land area north of the City of Santa Fe. Except for several land grants, private lands are clustered in the traditional villages located on inholdings within the Pueblos and federal lands. Most of the population of the northern region is located in the Pueblos and in the communities of Cuyamungue, Pojoaque, Nambe, Jacona, Jaconita, El Rancho, Arroyo Seco, Santa Cruz, Sombrillo, Cuartelez, La Puebla, Chimayo, Rio Chiquito and Cundiyo. There has been significant growth in these traditional village areas, mostly through small land divisions and family transfers.

The City of Española, located in Santa Fe and Rio Arriba Counties, has also grown and annexed portions of the traditional villages of Santa Cruz and Sombrillo during the last decade.

The City of Santa Fe and the subdivisions which have spread out around it along the major roadways dominate the north central area of the County, threatening to surround the nearby traditional villages of Agua Fria, Rio en Medio, Chupadero, Tesuque, La Cienega and Cieneguilla, and Cañada de los Alamos. The City itself was once a pueblo and then a traditional village, but with recent growth has assumed a more urban character.

The three large ranch holdings west and northwest of the City identified in 1974 have shrunk; private lands have been converted to subdivisions and large portions of BLM leased grazing lands either have been land exchanged for private development or restricted from grazing by designation as an Area of Critical Environmental Concern.

## **LAND CONVERSION SINCE 1980**

Since 1980 changes in land use and character have occurred within the traditional communities as well as on lands which have been used for ranching and farming for the last century or more.

### **South**

While residents in the south County articulate a preference for the values of a rural lifestyle, there is a trend toward suburbanization of the area. This is complicated by three county jurisdictions regulating land development in the region. There is a strong relationship between southern Santa Fe County and employment and shopping activities in the City of Albuquerque. There are three separate school districts. There is some local retail, with more planned, in the built up areas of Edgewood and Stanley. Additional services and employment are provided in the town of Moriarty in Torrance County.

Throughout the 1990's this area has been the fastest growing in the County. In 1994 there were more than 2000 approved but vacant residential building sites in the entire southern part of Santa Fe County. To accommodate projected growth in population of this vast area based on past trends, an additional 1500 lots were estimated to be needed by the year 2020 or about 75 new lots per year.

But new lots have been created at a rate well beyond the projected need. In the years 1994 through 1997 over 1,900 additional lots were created, more than in the central area of the County. In the same period about 1,300 permits were issued for homes (64%) and mobile homes (36%). This is 60% higher than the projected growth for this period. These numbers are comparable to the permits issued for the urbanized central region of the County during the same period. Most of this development is occurring in the vicinity of Edgewood (68% of building permits, 58% of lots) and Ce-

dar Grove (15% of building permits and 17% of lots). As these lots build out, the present open and more rural character of the Edgewood area will be supplanted by a suburban or even an urban feel. And demands on already strained County services will continue to escalate.

The pace of growth in the area has not been complimented by the benefits of town planning for road improvements, traffic circulation, water quality protection, water supply and water system capacity, fire protection, open space and recreation needs, an economic development strategy, police and fire services, or road maintenance programs.

### North

In the northern valleys, there has been growth in numbers of dwellings and conversion of available lands, which is mostly land traditionally used for farming, to residential uses. Since limited private lands are available outside of the valleys, this trend is likely to continue to accommodate the projected needs for new housing units. Some of the demand may be met by development on pueblo lands.

### Growth and Loss of Irrigated Land in the Pojoaque and Santa Cruz Valleys

Loss of irrigated farm lands has been documented in the northern valleys since at least the 1960's. A 1974 report on *Irrigated Agriculture in the Pojoaque and Santa Cruz River Valleys* prepared for the 1980 General Plan stated there were 2,287 acres of irrigated land in the Pojoaque Valley and 5,000 acres of irrigated land in the Santa Cruz Valley - 2,000 acres of which were in Santa Fe County. Most farms at the time were determined to be "hobby" farms because family incomes were being derived from jobs in Santa Fe, Española, or Los Alamos.

Comparison of Irrigated Land Conversion and Housing Permit Data in the Santa Cruz and Pojoaque Valleys* - 1974 and 1997						
	Santa Cruz Valley			Pojoaque Valley		
	1974	1997	Change	1974	1997	Change
Acres in Farming	2,000	1,787	-213	2,287	1,308	-979
Housing Units	1,131	1,601	+470	1,191	2,219	+1,028
Land Parcels Created under the 1980 County Code		112			279	
* Excludes urbanized portions of Española and Santa Cruz in Santa Fe County.						

In the 24 years since, it is estimated that farmlands decreased by over 10% and residential units increased by over 40% in the Santa Cruz valley. In the Pojoaque valley agricultural lands decreased by over 40% and residential units increased by more than 85%.

The table illustrates the increases in dwellings and the loss of agricultural acreage in the valleys as of 1997. The 1974 acreage figures were documented by the State Engineer Office Hydrographic Survey of lands being irrigated with water rights. For 1997 acreage was estimated from County Assessor records of agricultural land. Agricultural land as defined by the County Assessor is any parcel one acre or more that may have an orchard, gardens, or pasture irrigated with a well or with water rights.

The 1974 housing units were estimated from land use surveys conducted for the General Plan; County permit records were used to estimate the increases through 1997.

More research is needed to verify the loss of irrigated land and attendant water rights in the northern region of Santa Fe County, but this trend implies that this part of the County may be less able to grow local produce in the future. This represents loss of a resource that has played a significant role in the unique local culture.

Agricultural plots in these valleys have never been large by national standards, and it appears that the larger parcels of land are being divided. In 1974, 66% of the irrigated parcels in both valleys were less than 10 acres in size. In 1997, 92% of the parcels in the Pojoaque Valley, and 93% of the parcels in the Santa Cruz Valley, were less than 10 acres in size.

County permit records show no major subdivisions in the north area of the County since 1981; growth is occurring in small land divisions and family transfers. Recent permit records show that the area of La Puebla, Cuartelez, Sombrillo and Arroyo Seco are the sites of most new building permits and new lots platted, followed by Pojoaque and Nambe.

Before 1994 mobile homes accounted for about 32 % of the dwelling units in the northern region which was slightly lower than in other regions of the County. Since 1994, however, mobile homes appear to comprise 50% up to 70% of the permits issued for new housing in the northern region of Santa Fe County.

### **Central**

The City of Santa Fe and the subdivisions which have spread out around it dominate the north central area of the County. Development in the nearby traditional villages of Agua Fria, Tesuque, Rio en Medio, Chupadero, La

Cienega and Cieneguilla, and Cañada de los Alamos is somewhat limited by the land ownership pattern of small family parcels. Although some land-owners are consolidating parcels, the narrow “strips” emanating from the Santa Fe River and the acequias of Agua Fria are a major deterrent to subdivision platting and to the urban area infill envisioned by the City for the area.

Bound by the Sangre de Cristo foothills and mountains on the east and the federal lands of the Caja del Rio on the west, development pressures are pushing west and south of the City into the grasslands and rolling rangelands. The traditional villages south of Santa Fe, in particular La Cienega, Cieneguilla, Lamy, Galisteo, Cerrillos, and Madrid have absorbed considerable growth and are facing impacts of competition for groundwater with adjacent subdivisions and land divided areas and traffic from their own growth and the changes in commuting patterns.

Conversion of ranchland and other vacant lands through subdivision and especially land division has been a major economic activity since the 1970's. Since 1980 County records show that in the central area around the City of Santa Fe over 7,300 new dwelling units have been permitted and an inventory of over 6,600 vacant but approved building sites exists. During the same period over 9,400 new dwellings were permitted inside the City and an inventory of 9,000 vacant but approved building sites created. A significant amount of this City development is on lands annexed on the south and southwest periphery of the City.

Assigning an average lot size of 2.5 acres to lands in the central area yields an average of 1,000 acres per year outside of City annexations that is being converted from range or vacant to residential building sites. Commercial, industrial and institutional uses consume a much smaller area but are also increasing as non-residential development follows the residential growth in the County.

**Location of development in the Central County:**

1960's: Platting of small lot developments occurred in scattered locations along the highway to Albuquerque and off of SR 14. The County did not yet have authority to regulate subdivisions.

1970's: Significant platting occurred north of Tesuque and southeast of the City in the foothills; some subdivision activity occurred off of West Alameda. The Simpson Ranch was divided into large lots and Eldorado at Santa Fe was platted, leading indirectly to adoption of the State Subdivision Statutes.

1980's: The rate of growth in the County outside the City increased. Ranchlands northwest of the City were developed into the Las Tierras group of subdivisions, much of which later became Las Campanas. A number of urban scale site built and mobile home parks were approved in the City's Urban Area around Airport Road. Subdivision and especially land division activity was widespread in the Tano Road area, the San Marcos area off of SR 14, the large lots adjacent to Eldorado at Santa Fe, Cieneguilla, Apache Canyon and continued in the hills southeast of the City. Eldorado, Airport Road and several of the Las Tierras subdivisions saw significant concentrations of new dwellings built.

1990's: Building permit activity peaked in 1993/94 and has declined somewhat since. Lot platting activity continues to be widespread, but there are areas with significant concentrations: Tano Road/La Tierra/Las Campanas, the area south of I-25 around the Community College, south of the airport to Cieneguilla, the area between the City and the Caja del Rio, and on both sides of US 285 near Eldorado. New home building activity is strong in Eldorado and adjacent developments, Cienega/Cieneguilla and south of the airport, and the lands northwest and west of the City: Tano Road, Estates I and II, and smaller developments on the west.

The City of Santa Fe continues to grow predominantly to the south and southwest, along Airport Road and south to I-25.

More detailed discussion of the developments and build out estimates can be found in the *Santa Fe County Population and Housing Study*, Prior and Associates (1994) and *Santa Fe County: New Dwelling Units and Lots Permitted 1994-97*, Santa Fe County Land Use Department (1998).

# THE PLANNING DISTRICTS



## THE RURAL DISTRICT

The Rural District is the basic zoning district for lands surrounding the cities and villages in the central and northern area of Santa Fe County. These are the foothill and grassland areas which have been and are being extensively subdivided into rural residential or suburban developments within 5 to 10 miles of the City of Santa Fe as well as remaining active ranches north and west of the City and south of I-25 to the Estancia Basin District. (*See Exhibit 3, Basic Planning Districts*)

The intent of the Rural District is to **protect and conserve the rural character and rural identity of this part of the County**. For the ranch areas and irrigated farmland this **means supporting the rural economy** which still functions and not merely imitating the rural “look” which is valued by County residents.

The **Traditional Communities** which lie within this Rural District may choose to expand their boundaries to correct errors from the original mapping or incorporate new development at the edges or to create buffers and separation from new development in order to preserve the village identity. But the intent is that each community will participate in planning for its own future within the general policies and principals of the County Growth Management Plan. Each community may eventually develop unique zoning rules for local design and land uses which will distinguish the community from the surrounding Rural District.

Some areas in the Rural District which have been subdivided and land divided exhibit a density, as well as size and scale, which is beginning to attract commercial and community uses to serve the residents. Residents in such areas commonly resist being labeled as living in suburbs of the City of Santa Fe, but many of the areas have become suburban in function. This Plan anticipates that these **areas will become Contemporary Communities** where the County and community residents will plan for growth and change in a way which helps reinforce each community's identity and style while providing for a mix of uses and services for its residents. Vacant lands, whether or not previously divided, may be included within the boundaries of a Contemporary Community Plan or within the boundaries of any other community plan. The cooperation of the City of Santa Fe will be sought for joint solutions to service and facility needs for Contemporary Communities in the central County. Contemporary Communities may develop unique zoning rules for local design and land uses which will distinguish the community from the surrounding Rural District.

The Rural District has been and will continue to be an area of **limited development** in Santa Fe County. This is an area where citizens will be expected to be more **self-sufficient** and independent as befits the long-time rural lifestyle. County **resources for infrastructure and services will be directed to the community areas** where water, sewer, schools, community centers for social services and recreation can be provided to more citizens more effectively. Basic services will continue to be provided for all residents for sheriff, fire protection, health and the like, but the buildings and infrastructure for such services will be located in Traditional and Contemporary Communities.

## **TRENDS AND GROWTH AREAS**

The overall growth rates and population increases projected for the 1980 County General Plan were remarkably accurate. However, the 1974 population studies anticipated that rural areas of the County would absorb about 30% of the projected growth in the next 20 years and that the cities of Española and Santa Fe would absorb 70% of new population. This did not happen. The County outside of the City of Santa Fe actually absorbed 68% of new growth between 1974 and 1990, almost 31,000 persons. Half of this growth occurred in the rural lands, subdivisions, and Traditional Communities of the central County. In the north, growth occurred mainly in the Traditional Communities of the Santa Cruz and Pojoaque valleys. Growth in Edgewood dominated the south.

Platting of lots and home building has been widespread in the Rural District since 1980. There are, however, concentrations of growth and potential growth both in the Basin hydrologic zone and in areas served by water systems.

- ⊙ Eldorado at Santa Fe was developed in the early 1970's and by 1997 was over 70% built out. Building will continue in the subdivision and on subdivisions approved on the adjacent lands. In recent years over 20% of central County permits for new dwellings have been issued in the Eldorado area. The rate and density of building may slow because of the water rights and water supply limitations being experienced by the Eldorado Utility Company and because the original Eldorado Subdivision will approach full build-out.

- ⊙ The Las Tierras group of subdivisions were planned in the 1980's and have experienced significant build-out since, especially in the more moderate of these high end developments. Subdivisions and land divisions continue to add lots to the building inventory in the Tano Road area and the remaining lands between Tano Rd and Camino La Tierra and Tesuque Pueblo.

- ⊙ The Arroyo Hondo/Nine Mile Rd area developed in the 1970's and 1980's as small subdivisions and land divisions. Building and small subdivisions will continue but at the slower rate of recent years.
- ⊙ In recent years the La Cienega/Cieneguilla area has seen high rates of lot platting and building. Proposals for commercial uses, especially along the Bypass and I-25 are increasing.
- ⊙ The area along Airport Rd and around Agua Fria east of the Bypass has experienced intensive development of mobile home parks, apartments, single family and commercial/industrial uses. This area lies within the existing and proposed Urban Growth Areas of the City of Santa Fe and development will respond to the ability of the City to provide infrastructure improvements. The small parcel pattern and the designation of the Traditional Historic Community of Agua Fria are impediments to urban density developments.
- ⊙ The area west of the Bypass to the Caja del Rio includes 2 large subdivisions platted in the 1970's - Pinon Hills and Puesta del Sol - and has seen a high rate of growth in large lot subdivisions and dwellings in the last 5 years.
- ⊙ , The area south of I-25 and adjacent to SR 14 is facing increasing development pressures. The City's decision to locate the Community College here, the terrain, and the large land ownership pattern have made this the likely location for new development. This area is proposed to be designated the Community College District.
- ⊙ The San Marcos area down to Cerrillos near SR 14 has also grown considerably. Water limitations will continue to restrict growth more here than lands in the Basin zone.
- ⊙ Further north there are a few large private parcels which may experience development or development pressures in the next 20 years: the Jacona land grant and lands near Chupadero and Cuyamungue.

See *Santa Fe County Population and Housing Study*, Prior and Associates (1994) and *Santa Fe County: New Dwelling Units and Lots Permitted 1994-97*, Santa Fe County Land Use Department (1998).

A number of these growth areas within the Rural District are identified as Contemporary Communities, some with community plans in progress, or are within the planning boundaries of Traditional Communities which also have community plans in progress.

→ Voters in Eldorado considered and rejected incorporation as a municipality in early 1999. It is anticipated that residents will pursue designation as a Contemporary Community and adoption of a Community Plan.

- The Santa Fe Northwest Community Plan completed by SNAC (Santa Fe Northwest Advisory Council) for a large area including Tano Rd., Las Tierras, and Las Campanas has been adopted and the area designated a Contemporary Community.
- Agua Fria has been designated a Traditional Historic Community, has its own Local Development Review Committee and has discussed beginning a community plan.
- Tesuque has been designated a Traditional Historic Community and is working on a community plan.
- Cieneguilla and La Cienega are working on a community plan and may pursue designation as a Traditional Historic Community.
- The West Side Planning Coalition has requested designation as a Contemporary Community and approval to begin a community plan.
- The Traditional Communities of Cañada de los Alamos, Arroyo Seco, Madrid, and Cerrillos are working on their community plans, which may involve expanding the community boundaries into the Rural District.
- Cuartelez and Sombrillo have been designated Traditional Communities and are working on community plans.
- San Pedro has been designated a Contemporary Community and residents have begun work on a community plan.

## **PREFERRED DEVELOPMENT SCENARIO**

Agricultural lands and large ranches are the historical use and setting in the Rural District. Together with the traditional villages and pueblos which depended upon the fields and pastures and woodlands of the broader surrounds, they form the community fabric and culture of Santa Fe County. Agriculture and related uses continue to contribute significant revenues and presence in the local economy. In 1992, 313 farms and ranches produced \$25 million in crops and livestock on approximately 518,000 acres in the County. But the economic realities of farming and ranching, including rising land prices and rural residential developments, are causing some producers to sell farmland and seek stable income elsewhere. Rural lifestyles and character are adapting to new technology and markets and accessibility. At the same time new technology is allowing residents to live in a more rural setting while earning a living in an urban economy.

Residents' strong feelings about preservation of rural character flow from nostalgia for agricultural traditions, from a love of the sweeping views and landscapes, but also from a belief that agriculture can continue to adapt and remain a part of a sustainable economy and culture locally.

Agricultural land is a non-renewable resource. Protection and support of the farming and ranching lifestyle, the relationship of human activities to the land and the open landscape which dominates is essential to the vision and preferred development scenario for Santa Fe County. To maintain this “reverence for place” under changing economic realities for agriculture means deciding which features of “rural” can be sustained, promoting a viable agricultural economy, County acquisition of lands for open space and preservation and guiding residential development trends to keep opportunities open for continued and future agricultural uses. The preferred development scenario for the Rural District incorporates and reinforces the belief in and desire to continue this historic and contemporary rural character.

## PREFERRED LAND USES

The preferred land uses in the Rural District are agriculture and agricultural-related businesses, rural residential uses and family developments, along with the small businesses and home occupations which allow residents to maintain their land and rural lifestyle by focusing commercial needs within the community. Open land uses which include sensitive area preserves, passive recreation and trails or protection of cultural sites and areas will also be encouraged.

A variety of measures will be necessary to maintain the economic viability of agriculture: support for agricultural protection zones, conservation easements or development transfer techniques in collaboration with land owners and other agencies; consideration of right to farm policy; support of marketing efforts; and support and easing of restrictions on agricultural businesses such as greenhouses, farmers’ markets and roadside stands. Special use permit procedures with performance criteria are needed to support successful home occupations and small businesses for expansion or proposals to convert home occupations into small business, or small business into a larger business.

Other uses which are resource-based, ranging from controlled extraction businesses to ranch resorts and facilities dependent on a specific location, will be permitted with performance standards and a more intense review. Uses such as movie sets, retreat and educational centers, museums or historic sites and parks meet this definition.

While it is recognized that significant rural residential developments may continue to occur in the Rural District, it is not the County’s intent to continue a pattern of spreading subdivisions without services and a community focus for development. Community performance standards and incentives will be created to help achieve affordable housing, traffic reduction, the provision of protected open space and community facilities and amenities.

When residential developments reach 100 units or more, the need to provide commercial and public services will be reflected in the design and zoning standards. Proposed developments which exceed 300 units need to be developed as new villages. Landowners may seek zoning for a New Community District or may submit a Contemporary Community Plan which includes a location for a village. It is the intent of the Plan that the County Community Planning Ordinance be amended to allow Contemporary Community Plans to be proposed for lands not previously subdivided as well as areas which have been developed in the past.

Those areas within the Rural District identified as Contemporary Communities will develop scenarios for mixed uses, community centers and provision of services based on local conditions and strategies for building the needed infrastructure. Business, light industrial, institutional and active recreation facilities may be located in these plans. Until these plans are completed and adopted and the resources are identified for any more intense development planned in the community areas, the zoning for the Rural District will apply. Community planning efforts will accomplish a similar task for areas within the planning boundaries of Traditional Communities. The Community plans for Traditional and Contemporary Communities may develop unique zoning rules for local design and land uses to distinguish these areas from the Rural District.

## RESTRICTED LAND USES

Locations for regional institutions and facilities or industrial areas of a regional nature which cannot be located within community areas or the City, because of off-site impacts and incompatibility, will need careful review and designation by the County. This Plan proposes an Airport Development District, to be planned with the City of Santa Fe, as a possible location for regional industrial and other uses which are drawn to the lands located at the confluence of the Santa Fe River, the Bypass and the Airport.

Large scale businesses, industrial parks and large scale community facilities such as intensive recreation playfields and parks are not encouraged in the Rural District except as designated by a Community Plan or Highway Corridor Plan. These uses should be:

1. located away from highway areas or at specific intersections which are determined, through a detailed economic development and land use plan, as suitable for the particular business, commercial, industrial, institutional, or community uses;

2. or an area may be considered for a special use permit to accommodate a single use with special needs such as movie sets or business with sensitive equipment or processes. A special use permit does not zone land.

3. To assess the potential impacts on adjacent lands and surrounding communities, all applications for such projects must be considered in relation to existing Community Plans and nearby rural agricultural lands prior to approval.

Additionally, these uses must be located where infrastructure is already developed or is planned.

Not all “nodes” or intersections will be recognized as development sites in rural areas. Community Plans or Highway Corridor plans will identify appropriate locations for non-residential uses.

## WATER AVAILABILITY

Development in the Rural District will continue to be dependent on groundwater supplied by individual or cluster wells or community water systems. In some cases water may be supplied by the County Water System where groundwater supplies have been depleted or the groundwater levels are dropping because of withdrawals for individual or community wells or where contamination has compromised local supplies. The current performance standards in the County automatically decrease lot size where water and sewer systems are provided; this is sometimes a deterrent to residents who might seek improvements or extension of utility systems for fire or groundwater protection. While density increases may affect affordability of such systems, any density changes in existing development and communities should be assessed for each community to consider impacts to terrain, traffic and local character. Land development densities in such areas will change only if proposed and approved as part of a Community Plan, except as otherwise provided in the Land Development Code.

## UTILITIES, PUBLIC SERVICES AND TRANSPORTATION

It is not anticipated that major investments in centralized infrastructure will be a County priority for most of the Rural District. These areas are served by existing Fire Districts and volunteer emergency medical technicians. The existing County road network will be maintained and improvements to major connector roads will be funded as determined by the County Road Advisory Committee and availability of budgetary resources. New roads will be built by developers to serve rural subdivisions. Transit and park ‘n’ ride services are operating and could be expanded along major high-

ways. With the passage of the recent bond issue to acquire open lands and trails, such planning will continue to be a County-wide activity. Other basic services will continue.

However, those areas near the City of Santa Fe which become or are planned as Contemporary Communities or are within the planning boundaries of Traditional Communities will be priorities for infrastructure planning and will consider water, sewer, roads and transit, trails and open space, recreation and schools and fire protection as part of the community plans. Funding and availability of water supply and sewer service in the next 20 years presents a dilemma for the public bodies, landowners and residents and will limit development options.

Neither the County nor the City have adequate resources to provide urban or suburban infrastructure for all of these areas. In fact, the public entities will be hard pressed to fund the needed improvements for infrastructure deficiencies in the already developed areas and new infrastructure in the infill lands identified - the Community College District for the County and the Urban Growth Areas for the City.

Methods for public and private funding and priority for Capital Improvements funds will need to be established. Transit centers will need to be identified, particularly around regional facilities and affordable housing developments which exist or are planned, as well as efficient transit routes to lessen congestion on area roads and highways. Service areas and realistic plans for timing of commitments for water and sewer supply are needed. Demands for libraries, recreation facilities, and other services which expand the role of County and City will have to be weighed carefully against budget limitations and the need to consider tax or other funding increases and shared revenues.

#### DENSITIES BASED ON HYDROLOGIC ZONES

The lack of new water resources (imported water from the Rio Grande) is a major constraint to increases in population in the Rural District. Therefore, the underlying Hydrologic Zone will continue to determine the permitted density and the minimum lot size, to limit the number of new individual domestic wells (72-12-1 NMSA) in the Rural District and to conserve aquifer resources for already established water rights holders and future generations.

The 1980 Plan and Code created a density incentive for development on individual wells to encourage conservation of water resources. Since then use of water conserving fixtures has been accepted and incorporated into building codes nationally and the need for water conservation in an area of limited supply is well accepted locally. Water conservation measures are



now imposed as a standard procedure for existing as well as new development. Xeriscape standards are in place for required landscaping. Water metering of individual and shared wells is now required to enable enforcement and restrictions to well pumping if necessary in the future. More stringent standards for hydrologic studies proving water availability for 100 years are also now enforced to assure that “dry lots” are not created.

However, since 1980 the perception has grown that the four fold density incentive is a zoning “right”, rather than an “incentive” to encourage behavior which benefits the whole community. This Plan ties water conservation to additional benefit objectives for the community.

Basic density (Minimum Lot Size) in the Rural District depends on the underlying Hydrologic Zone as described below:

- Basin Hydrologic Zone - one dwelling for each 10 acres;
- Basin Fringe Hydrologic Zone - one dwelling for each 50 acres;
- Mountain Zone - one dwelling for each 80 acres;
- Homestead Hydrologic Zone - one dwelling for each 160 acres;
- Mountain Special Review District - one dwelling for each 80 acres.

*The Hydrologic Zones, as approved in the 1980 Plan and adopted in the County Land Development Code, are depicted on Exhibit 2, Land Status and Zoning.*

In the event that actual subsurface aquifer conditions are found to be different than the hydrologic zone in which the surface lies, the actual subsurface aquifer conditions based on detailed hydrologic studies shall govern density. For instance, if actual aquifer conditions, identified in site specific wells, on lands in the Homestead Zone are found to be more like the Basin Fringe then the Basin Fringe base density shall apply to those lands.

## **THE DEVELOPMENT CHOICES IN THE RURAL DISTRICT**

The **goals** of development options for the Rural District are:

1. to provide development choices which help to make the preferred scenario of protecting agriculture and the rural landscape a reality
2. to set forth the minimum “community benefit” standards for land developments so that all developments are treated equitably
3. to provide incentives for surpassing the minimum requirements

4. to provide choices for landowners so that developments can fit the specific features and needs of each site and to provide a diversity of house types and living styles
5. to provide flexibility so that developments can fit the context of their location:
  - ⊙ Community Plans will be honored so that developments next to a Traditional or Contemporary community can be designed to fit into the community or provide buffers;
  - ⊙ developments on or next to agricultural lands can set aside usable acreage or buffer residential uses from conflicts with agricultural practices;
  - ⊙ developments in an area where County open space corridors or environmentally sensitive lands are identified can be designed to incorporate those connections.

#### MINIMUM "COMMUNITY BENEFIT" STANDARDS

All developments of any size will conform to basic health and safety standards, including but not limited to water supply, liquid waste, terrain management, flood and fire protection, and access.

All developments will contribute to impact fees or improvements fees for fire protection, solid waste, open space parks, trails and recreation and connector or arterial roads and other transportation as such fee programs are adopted. Contributions will be calculated based on a per unit, per capita, or square footage or valuation measure so that the costs of providing services are equitably distributed. Methods will be devised for smaller or later developments to compensate developers who provide regional facilities - parks, community centers, arterial roads, and the like - as these projects are approved.

All developments will incorporate water conservation practices into the planning, construction and maintenance of land uses.

#### COMMUNITY PERFORMANCE STANDARDS

Community performance standards and incentives will be created to help achieve affordable housing, traffic reduction, the provision of protected open space and the provision of community facilities and amenities. When residential developments reach 100 units or more, the need to provide commercial and public services will be reflected in the design and zoning standards. Community performance standards will be developed which tie the

provision of public or institutional space and business space to the number of residential units so that there is a balance between residential and non-residential uses.

Performance standards will reflect the demands of different land use types as well as the goals and policies of the County Growth Management Plan.

#### Potential Performance Standards

- ⊙ *parking, pedestrian access*
- ⊙ *transit, alternative transportation*
- ⊙ *internal circulation, buffers*
- ⊙ *site design, scale and size compatible with community and neighborhood, preservation of natural terrain and vegetation*
- ⊙ *off-site impacts: visual, noise, light, nuisances*
- ⊙ *mixed use and community focused developments*
- ⊙ *internal design of business parks and restricted land uses*
- ⊙ *needs of small business; balance between residential and non-residential uses*

## DESIGN AND COMMUNITY CHARACTER

### What Is Rural Character?

If most County residents value living in the country or a rural environment and think that protection of the rural lifestyle from the impacts of growth is a concern, then describing that rural character becomes important for planning for the future.

Rural character is defined by the locality, by the unique features of the landscape and the communities within it, by the agricultural economy and by the habits and values of the residents. Residents have described what they mean by rural in the Community Workshops and other public meetings held to discuss the County Growth Management Plan and in surveys distributed at these meetings. Some of the community plans which are being prepared also eloquently describe what rural means in Santa Fe County.

All design and improvements standards in zoning and subdivision regulations will be reviewed and amended as necessary to reflect and maintain the rural character of the Rural District. Through the community planning

process additional siting, design and architectural standards may be adopted to protect local design, style and scale features unique to individual community areas.

Rural means:

- ⊙ the natural landscape around me, wild animals and birds
- ⊙ open space
- ⊙ lots large enough to grow food and keep animals
- ⊙ low traffic. narrow dirt roads. no street lights. no traffic lights
- ⊙ acequias and irrigated fields: grazing, farming, orchards, pastures, farm animals
- ⊙ freedom and privacy
- ⊙ knowing your neighbors or houses far apart so you don't know your neighbor's business
- ⊙ places to ride horses
- ⊙ you can see the stars at night
- ⊙ no big businesses: freedom to have small businesses
- ⊙ more cows than people
- ⊙ uncrowded
- ⊙ able to ride right off your land into the river or onto public lands
- ⊙ small local business where you meet neighbors (post office. drug store. etc.)
- ⊙ quiet; clean air; views of the mountains
- ⊙ responsibility for ourselves: lack of municipal utilities
- ⊙ trails and access
- ⊙ individual creativity in your house and outbuildings
- ⊙ everyone comes out to help if there is a fire or flood
- ⊙ respect for the land

### Land Based Design

The Land Development Codes will be re-organized so that subdivisions and zoning projects are designed and reviewed according to the principles of land based design. The elements of this process - protection of natural terrain, native vegetation, and natural and cultural features - are already contained in the Land Development Code. Land based design reverses the sequence of conventional subdivision design and is often already followed in the design of larger projects. It is a simple and logical sequence of steps which respects the features of the land to arrive at the lot layout as the final step:

1. Identify any lands that should be protected from development - No Build areas, cultural or natural features, trails, identified open lands or regional greenways, soils unsuitable for septic systems (not all of these will apply to every parcel);
2. Locate homesites, building sites, community, commercial and developed recreation sites, as applicable, within the remaining Buildable Area;

3. Connect the building sites with streets and trails, taking care that access to connector roads and trails are maintained;
4. Draw in the lot lines.

The Land Based Design process and density incentives encourage better land planning by specifying a contiguous area in each development where building of structures and roads will be allowed. Fences, corrals, animal pens, agricultural uses, fields and trails are allowed outside the Building envelope. In larger residential developments or where density incentives are used, the development design may approach a cluster pattern. Identifying building envelopes within the Buildable Area for each development project has advantages over conventional lot development:

- it reduces infrastructure costs by shortening the length of roads and utilities;

- allows flexibility in siting to take better advantage of the topography while protecting view sheds and other landmarks;

- provides an opportunity to create varying lot sizes within each project;

- preserves agricultural uses and open space by discouraging serial subdivision; and

- assists in preventing unplanned exploitation of local ground water resources.

## IMPLEMENTATION OF RURAL DISTRICT IN THE COUNTY LAND DEVELOPMENT CODE

### **1. Re-organize according to the principles of land based design.**

### **2. Incorporate the Development Choices in the Rural District**

- ☐ Minimum “community benefit” standards
- ☐ Community performance standards
  - residential developments of 100 units or more
  - review/develop new performance standards

### **3. Land uses**

- ☐ Preferred land uses
  - agricultural protection
  - easing of restrictions on agricultural businesses
- ☐ Special use permit procedures
  - home occupations and small businesses
  - resource-based uses
- ☐ Restricted land uses

### **4. Review design and improvements standards and amend as necessary to reflect and maintain rural character**

**RURAL DISTRICT DEVELOPMENT CHOICES**

All development choices are strictly voluntary, including any which require building envelopes or open space for incentives.

Additional development choices may be implemented as conditions change as long as the intent of the Growth Management Plan and any applicable Community Plans are met.

Codes will incorporate flexibility and ranges in standards to encourage creative design and provision of amenity community benefits.

All or part of the potential density incentives may be "sending" Development Rights to be transferred to "receiving" areas within the Rural District are designated as part of a Transferable Development Rights (TDR) Program.

The guidelines in the table are examples only and the incentives finally chosen will be reflected in actual ordinance amendments.

Option	Gross Density	Requirements	Other Conditions
A: Rural Base	1 unit per minimum lot size of Hydrologic Zone	Minimum community benefit standards	Community Performance standards, if applicable Home occupation/small business meeting performance standards
B: Rural Compound	Up to 4 units per minimum lot size of Hydrologic Zone	Minimum community benefit standards Water conservation covenants Identify Building Envelope of no more than 40% of property	Parcel not divided - all guest or family units on one lot Open lands private; includes No Build areas Community Performance standards, if applicable Home occupation/small business meeting performance standard

Option	Density	Requirements	Other Conditions
C : Rural Water Conservation Incentive	Up to 4 units per minimum lot size of Hydrologic Zones when water is proven to be available	Minimum community benefit standards Water conservation covenants Identify Building Envelope of no more than 40% of property Local roads required; length minimized to conform to terrain and open lands	Parcel is divided into lots Open lands private through easement or other legal means; includes No Build Areas Septic drain fields can be located in open space Community Performance standards, if applicable Home occupation/small business meeting performance standards
D : Family Transfer	One half of underlying zoning	Must meet conditions for length of ownership and transfer to family members Minimum community benefit standards Water conservation covenants	The intent is to provide housing and affordable house sites for local family members; conditions to reinforce this goal may be developed. Community performance standards, if applicable. Home occupation/small business meeting performance standards

Option	Density	Requirements	Other Conditions								
<b>E : Agriculture Protection Incentive</b>  NOTE: THIS IS A PROPOSAL ONLY; DETAILS OF INCENTIVES TO BE DEVELOPED WITH THE ADVICE OF FARMERS AND RANCHERS.	Ranchlands: for every 140 acre parcel maintained in agricultural use, owner gets base density plus any water conservation incentives plus 2 units which can be transferred to another parcel or portion of the property  Valley irrigated: for every 10 acre parcel w/irrigation rights maintained in agricultural use, owner gets base density plus any water conservation incentives plus 2 units which can be transferred to another parcel or portion of the property	Agricultural lands must be maintained for ____ years by easement or other legal means  One unit remains (or more if owner does not transfer all of the allotted density transfer units) with each 140 acre or 10 acre agri. lot  Minimum community benefit standards and water conservation covenants for residential lots	Agricultural parcels pay no impact fees  Residential to be developed on least productive lands  Home occupation/small business meeting performance standards								
<b>F : Open Space Protection Incentive</b>  NOTE: THIS IS A PROPOSAL ONLY; FLEXIBILITY WILL BE BUILT INTO FINAL INCENTIVES TO ENCOURAGE PROTECTION OF MULTIPLE VALUES, SUCH AS TRAILS, HISTORIC OR CULTURAL SITES.	<table><tr><td><u>Voluntary Open Space Ratio</u></td><td><u>Density Bonus</u></td></tr><tr><td>90%</td><td>50%</td></tr><tr><td>80%</td><td>25%</td></tr><tr><td>70%</td><td>10%</td></tr></table>	<u>Voluntary Open Space Ratio</u>	<u>Density Bonus</u>	90%	50%	80%	25%	70%	10%	Minimum community benefit standards  Water conservation covenants  Open space protected by conservation easement or conveyance to a public entity or a private non-profit conservation trust - this option intended to protect lands of local or regional importance to the public; public access may be restricted in some instances for wildlife habitat or endangered species protection	Density Bonus units may be transferred to a cluster subdivision on the developed portion of the parcel or transferred to another parcel identified as a receiving zone in a community or the City  The open space shall be identified for protection or acquisition by the County Open Land & Trails Plan or Code criteria to be developed.  Community Performance standards, if applicable  Home occupation/small business meeting performance standards
<u>Voluntary Open Space Ratio</u>	<u>Density Bonus</u>										
90%	50%										
80%	25%										
70%	10%										
<b>G : Special Use Permits</b>  (SMALL BUSINESS, RESOURCE BASED USES, AS DETERMINED BY CODE)		Minimum community benefit standards  water conservation covenants  identify Building Envelope of no more than 40% of property	Community Performance standards, if applicable  Compatibility with neighborhood and Community Plan								
<b>H : Non-Residential Districts</b>  ("NODES" OR LOCATIONS DETERMINED BY COMMUNITY OR CORRIDOR PLAN)		Minimum community benefit standards  water conservation covenants  identify Building Envelope of no more than 40% of property	Community Performance standards, if applicable  Compatibility with neighborhood  As designated by Highway Corridor or Community Plan								
<b>I : community plan</b>  FOR CONTEMPORARY OR TRADITIONAL COMMUNITIES	May develop unique zoning rules for local design and land uses which will distinguish the community from the surrounding Rural District; approval of plan and Ordinances removes community from Rural District	Minimum community benefit standards  water conservation covenants  identify Building coverage area of no more than 40% of property	Community Performance standards, if applicable  Compatibility with neighborhood  Code standards developed for any proposed new villages will apply								



## ESTANCIA BASIN DISTRICT

The Estancia Basin District (EBD) extends from Clark Hill south to the southern boundary of Santa Fe County. (*See Exhibit 3, Basic Planning Districts*) The District encompasses all of the Estancia Basin Aquifer Fringe and Aquifer Area, including the Traditional Communities of Stanley and Edgewood, and the newly incorporated Town of Edgewood. The area is characterized by open grazing lands, irrigated farmlands and agricultural lands, and dispersed populated areas.

In recent years the Edgewood area has been the most rapid growth area in the County. Many new residents commute to Albuquerque while enjoying the less crowded lifestyle opportunities available in the Estancia Basin.



*Grasslands dominate the Estancia Basin*

Zoning criteria for the Estancia Basin District will be established through a District planning process. Once the Basic Planning District map is adopted by Ordinance establishing the Rural District and Estancia Basin District as separate zones in the County Land Development Code and a planning committee is authorized by the Board, any proposed zoning amendments to the Land Use Code for the Estancia Basin District will conform to the District Plan. Zoning criteria will not be changed while the District Plan is being prepared unless there is a direct threat to the health, safety and welfare of the community.

The Board of County Commissioners shall approve a Resolution establishing an Estancia Basin Planning Committee to begin drafting the Estancia Basin District Plan. The Resolution shall outline committee representation and public participation, community commitment, County staff involvement, planning elements, tasks, a schedule for completion of the District Plan and progress reports and provide for time extensions if needed.

## **ESTANCIA BASIN DISTRICT PLAN**

The purpose of an Estancia Basin District Plan is to establish a broad framework for land use that will preserve and enhance the quality of life as defined by its residents, while allowing reasonable, resource-based growth, that reflects the diversity of design elements and the cultural values of the District and preserves individual rights.

Once a District Plan has been completed and adopted by the Board of County Commissioners, a Local Development Review Committee shall be established and empowered to review all development applications in relation to the District Plan and amended Land Use Code, making recommendations directly to the Board. The Estancia Basin Local Development Review Committee would replace the County Development Review Committee



*In recent years the  
Edgewood area has  
grown rapidly.*

## TRADITIONAL AND CONTEMPORARY COMMUNITIES

### WHAT ARE TRADITIONAL COMMUNITIES ?

*“The importance of small, traditional settlements in Santa Fe county far exceeds their combined population size. The irrigated fields and orchards and houses of these communities constitute an unique cultural and historic landscape. Moreover, extensive public and private investments have been made in housing, roads, acequia systems, community wells and other community facilities.” (1980 County General Plan)*

A thorough understanding of the design and planning elements on which each Traditional Community is based is not only a resource for the community, but also a model for future development in the county.

In preparation for the first County plans, the Santa Fe Planning Department surveyed 37 rural settlements in Santa Fe County. (*Identification and Extent of Community Areas in Santa Fe County, 1974*) An inventory of community facilities and an analysis of density, water availability and accessibility were also prepared for each community. Three types of settlements were defined whose character had been shaped by its origin whether agriculture, mining, railroad or ranching:

- ⊙ rural places with at least 15 contiguous dwellings that were not subdivisions;
- ⊙ settlements with a compact center where densities were less than one dwelling per acre; and
- ⊙ communities where densities were more than one dwelling per acre but less than one dwelling per five acres.

Of the 37 rural settlement areas identified in 1974, nineteen were designated as Traditional Communities for zoning purposes by the 1980 County General Plan and Land Use Code.

The Traditional Community concept was devised to recognize areas in the County which had already been settled at densities higher than the hydrologic studies and 1980 General Plan would allow, where there was a long history of family settlement and transfers and where the opportunity existed to provide or improve water and sewer systems.

The original criteria for Traditional Community status has been continued and incorporated into Article XIII of the County Land Development Code:

1. continuous settlement since 1925;

2. an historic pattern of diverse and mixed community land uses which carried through to the present;
3. presence of historic structures;
4. existence of a village center(s).

**The following settlement areas are considered Traditional Communities by the County Growth Management Plan: Sombrillo, Cuartelez, La Puebla and Rancho del Valle, Chimayo, Rio Chiquito, Cundiyo, Nambe, Pojoaque, Jacona, Jaconita, El Rancho, Cuyamungue, El Valle de Arroyo Seco, Tesuque, Rio en Medio, Chupadero, Cañada de los Alamos, Agua Fria, Glorieta, La Cienega, La Cieneguilla, Madrid, Los Cerrillos, Lamy, Galisteo, Golden, Edgewood and Stanley.**

The Plan also provides the opportunity through the Community Planning Program for additional villages that meet criteria in the County to be designated as Traditional Communities and to develop plans for their future protection and growth.

*In Nambe, the natural terrain and traditional clustering are used to protect the agricultural fields.*



## TRADITIONAL COMMUNITY ZONING DISTRICTS

While the concept of Traditional Community remains the same for the County Growth Management Plan, how they are zoned is expected to change over time.

### Original Traditional Community Districts

Under the 1980 General Plan, Traditional Community Zoning Districts were created for 19 villages: La Puebla and Rancho del Valle, Chimayo, Rio Chiquito, Cundiyo, the Pojoaque Valley (Nambe, Pojoaque, Jacona, Jaconita, El Rancho, private inholdings in San Ildefonso), Cuyamungue, Tesuque, Rio en Medio, Chupadero, Cañada de los Alamos, Glorieta, La Cienega, Madrid, Los Cerrillos, Lamy, Galisteo, Golden, Edgewood and Stanley. Agua Fria and El Valle de Arroyo Seco were also mapped.

These Districts were permitted a minimum lot size of three quarters of an acre (¾ ac.). This was in response to the presence of water systems, the limitations of lot size for septic tanks, existing development patterns and densities defining the extent of the community area. The boundaries for Traditional Communities were set to include the clusters of homes and businesses and the connections between them and to convey that resources, especially water, were limited. The boundaries should not be expanded without regard for these limitations and connections.

Under the County Growth Management Plan the zoning for Traditional Community Districts will remain the same as the 1980 Plan and Code until a community completes a Plan and proposes a new zoning plan for adoption.

### Additional Traditional Communities

As additional villages are designated Traditional Communities, they will not automatically be zoned as Traditional Community Zoning Districts with ¾ ac. minimum lot size. These communities will be zoned according to the zoning plan which is adopted when their Community Plan is completed. Sombrillo and Cuartelez have been designated Traditional Communities and have begun to develop plans for future zoning. In the meantime lands in these villages are zoned according to the hydrologic zone in which they are located.

### Planning and Zoning Issues

The allowance of higher densities has resulted in a trend toward lot splits and family transfers in some communities. The additional lots and built housing has put pressure on infrastructure such as water systems and roads. The debate over the use of lot splitting as a method of creating affordable

housing vs. real estate speculation divides some communities. The modern ½ ac. to 1 ac. lot pattern is often at odds with the traditional development pattern which clustered homes and buildings for easy access and away from irrigated fields and grazing lands.

Lots smaller than the currently allowable ½ acre are often found in Traditional Communities because of their predominant agricultural uses or settlement by railroad companies. These lots are called legal non-conforming lots and are recognized by the County to allow one dwelling unit per legal lot of record.

The 1980 Plan determined that the “capacity for future growth” in each community was “limited (and if) the settlements continue to grow (they could) lose their identity and lifestyle...and the small community feeling ...(would be)... gone.” Therefore, each Traditional Community was assigned a critical population size based on land area and available water resources over a period of 100 years. The 1980 Plan states “as a community approaches its critical size, which will occur in the next 10 to 40 years...the community must provide for long term water supplies through the development of surface supplies, or the importation of water, or conservation of existing ground water supplies. This will require that the ...communities develop community plans which incorporate growth policies which coordinate land use and water management decisions, consistent with the desires of the community residents.”

Many of the Traditional Communities are currently facing critical issues brought about by increases in population, erosion of the agricultural base, development pressures, and inadequate infrastructure. Some Traditional Communities may also require improvements to an existing water system or construction of new water and sewer systems because of ground water contamination from septic tanks and high water table conditions.

An analysis of growth in the Traditional Communities was undertaken in the summer of 1995 to determine if any of them had reached or were near their designated critical population size. According to this 1995 analysis, five Traditional Communities had reached their critical population size. These include: Galisteo, Glorieta, La Cienega, La Puebla and Madrid. The study indicated that five others would reach their threshold in the next decade, including: Canada de Los Alamos, Chupadero, Cundiyo, Los Cerrillos, and Tesuque. The Growth Management Plan provides that communities which reach their critical population size or experience other critical problems related to rapid growth can be designated as Critical Planning Areas and receive priority for community planning support.

## COMMERCIAL USES IN THE TRADITIONAL COMMUNITIES

Traditional Community Districts are intended to accommodate a mixture of uses such as agriculture, residential, large scale residential, community service, institutional, non-residential or recreational uses. The scale and location should be appropriate to the community size and historic pattern.

Uses may include: retail; restaurants and bars; personal service; office and studios; banks; churches; private day care; home occupations; non-industrial auto service; liquor store; mini storage units; galleries; private clubs and lodges; veterinary service; indoor recreation; shopping centers; and outdoor markets.

Strip development is discouraged and should not be allowed in Traditional Communities because of their size, scale and a history of mixed land uses. Highways and arterials that run through Traditional Communities such as US 84/285 in Arroyo Seco and Route 66 in Edgewood, should not be the proper location for commercial activity resulting in strip development and potential safety hazards due to high speed traffic. It is recommended that specific Highway Corridor plans be developed as part of the community planning process in these situations.

As an economic development strategy, small commercial businesses and home occupations are recommended. However, County standards for parking and building setbacks may hinder the ability to obtain a permit or license. Through a community plan, Traditional Communities may “tailor” the standards for small commercial businesses and home occupations to meet their needs for a more favorable development climate.

## FUTURE ZONING IN THE TRADITIONAL COMMUNITIES

Each of the Traditional Communities has its own particular design characteristics and settlement patterns. The challenge for planning and zoning in the Traditional Communities is to preserve the intrinsic character and integrity of these design elements that are consistent and that reflect the nature of growth in the community over time.

Communities that have been designated Traditional Communities as part of their planning process but which were not Zoning Districts established in the 1980 General Plan will have the appropriate zoning for whichever hydrologic zone in which they are located. Their community plan should include recommendations for rezoning for appropriate densities and uses.

Traditional Communities may alter their boundaries, which results in a zoning change, or decide to change their existing zoning through the Community Planning Process. Traditional Community Districts may expand their boundaries to correct errors from the original mapping, incorporate

new development at the edges or create buffers and separation from new development in order to preserve the village identity. Final approval must be granted by the Board of County Commissioners.

Communities should design a zoning plan based on land planning conditions and local needs. They should consider soils, slope, preservation of natural areas along rivers or remaining agricultural lands, acequias, water quality and quantity, historic development patterns and features in a village or community, recreation and trail needs, access, mixed housing, and local business and service needs.

## **THE CONTEMPORARY COMMUNITIES**

Several settlement areas of the County are developing into what can be called Contemporary Communities. Many of these are located in loose clusters away from traditional settlements as a result either of large subdivisions or many adjacent small land divisions. Some are located in traditional settlement areas, but the dominant development pattern has been determined by subdivision or land division plat needs, not the social and functional needs of a community of residents.

These Contemporary Communities tend to function as bedrooms for jobs and shopping located elsewhere. However, many of these areas are showing increasing demands for community services and facilities. Small businesses and commercial services are beginning to follow the growing numbers of residents. There is an opportunity to support and reinforce their evolution to functioning community centers and neighborhoods. Eventually the larger of these Contemporary Communities may evolve into towns that can provide many of their own services locally in a more efficient manner.

Contemporary Communities are designated through the Community Planning process. San Pedro and Santa Fe Northwest have been designated Contemporary Communities in 1999. Potential Contemporary Communities include Eldorado, San Marcos, the Santa Fe Westside Area, Sunlit Hills/Arroyo Hondo and Cedar Grove. Contemporary Community status could be requested for other areas as these build out or develop with new villages.

The intent is that local planning will support the continued development of these areas to evolve into full communities with sensitivity to local character, unique cultural attributes and landscapes; diversity and choice in housing; effective provision of services and social centers for residents and specific local infrastructure needs.



The communities of Edgewood and El Valle de Arroyo Seco, while fitting the character more of contemporary communities because of the modern subdivision pattern of land development, have retained their status as Traditional Communities at the request of residents.

#### LAND USE AND ZONING IN THE CONTEMPORARY COMMUNITIES

Since the Contemporary Communities are evolving from modern subdivisions and land sales rather than a land based economy or settlement pattern, the challenge in planning is to create connections and centers.

Transforming land developed as individual plats into real community is difficult. Often land has been developed as subdivisions with covenants and restrictions which may limit the ability to mix uses and housing types. This limits the ability of the area to change and evolve as the needs of residents change over time. Usually a coordinated approach to infrastructure and services is also missing. Advantages are that utility easements are clearly platted, drainage areas which may serve as coordinated and connected open space and trail locations are often already set aside from development and road improvements are completed.

Contemporary Communities may also design a zoning plan based on land planning conditions and local needs with special emphasis on incorporating the uses and services for residents which are missing and creating connections within the community area. They should consider soils, slope,



*Eldorado at Santa Fe  
has the potential to be  
named a  
Contemporary  
Community.*

preservation of natural areas along rivers or arroyos, water quality and quantity, creating flexibility in development patterns, any historic and or special features in community, recreation and trail needs, access, mixed housing, and local business and service needs.

## THE COMMUNITY PLANNING PROCESS

Following adoption of Part I: Policies of the County Growth Management Plan, the County adopted a Community Planning Program in Article XIII of the Land Development Code. Both a Traditional Community or a Contemporary Community may approach the Board to begin a community plan. *Exhibit 4 shows the communities currently pursuing or having completed community planning.*



The intent of community planning is to encourage communities to organize themselves and identify both problems and solutions within their community. As the County continues to grow, concerns are growing about inadequate infrastructure, a lack of water supply and degrading water quality, development patterns that threaten community character and loss of open space or agricultural/ranching lands. The planning process will assist communities, in conjunction with County staff, to address specific concerns and resolve them appropriately.

The community planning ordinance mandates that communities have a representative committee, publicize the process, address specific issues such as transportation and water and that the community plan conform to the overall goals of the County Growth Management Plan. The ordinance also recommends that the planning committee make decisions based on consensus, not majority voting.

Once the community has agreed on the goals, policies and actions for the plan, they will approach the Board for adoption of the plan. Once the community plan is adopted, it becomes an amendment to the County Growth Management Plan and to the Comprehensive Extraterritorial Plan, if applicable. Ordinances can then be drafted to address specific parts of the plan and adopted as amendments to the appropriate Land Development Code. Each community may eventually develop unique zoning rules for local design and land uses which will distinguish the community from the surrounding Rural District. It is the community plan that provides the basis for such ordinances.

Community Planning gives an opportunity for residents to consider their community's place in the County and region as well as to look inward to consider local issues in more detail than can be accomplished in a County-wide plan.

Community Plans need to set the context by viewing regional location: land forms and other geographic elements; nature and clarity of 'edges'; and the unique identifying characteristics that create the sense of place and the nature of constraints to development. Plans will consider the relationship or impacts of existing conditions or proposed policies and actions on adjacent and related areas and facilities outside the plan boundaries: traffic and road connections, open space and trail corridors, upstream and downstream water users.

Community Plans also can focus in greater detail on solutions to specific development issues such as existing land uses, approvals and land consumption patterns; protection of environmental quality, avoidance of nuisances and disturbance of fragile natural areas; open space, trails and other recreation; housing types; home occupations, small business, and commercial and industrial activity nodes; special exceptions or unique land uses; road systems; water and sewer systems; drainage; irrigation; community design; and potential receiving sites for transferred development rights.

Once the community plan is adopted, proposed projects from the plan may be considered for the Infrastructure Capital Improvements Program (ICIP), Capital Improvements Program (CIP) and the Community Development Block Grant program.



## COMMUNITY PLAN BOUNDARIES

The County will approve the boundaries of Community Plans based on an analysis of physical, economic, and cultural patterns which create a logical planning area. All relevant properties and adjacent vacant land must be included in the planning process and inward or outward peninsulas avoided. It is the County's responsibility to assure that diversity is maintained in each planning area and that gerrymandering of boundary lines does not exclude small areas or parts of neighborhoods from the planning effort or include areas which more logically fit with other planning areas. Traditional Community Plan boundaries shall also include all relevant adjacent land required for open space buffers.



*Community participation is an important element in planning for open places as well as district and community planning.*



## **TRADITIONAL HISTORIC COMMUNITIES**

An additional community status available in Santa Fe County is that of Traditional Historic Community. This designation was created by the State Legislature in 1995 (3-21-1 and 3-7-1.1, NMSA 1978). It allows registered qualified electors of an identifiable village, community, neighborhood or district which can be documented as having existed for more than one hundred years, includes structures or landmarks associated with its identity, and has a distinctive character distinguished from surrounding areas or new developments to petition the Board of County commissioners for designation as a Traditional Historic Community. Designation accomplishes two purposes for such communities which are located near incorporated municipalities:

1. it provides that annexations of property by a municipality must be approved by a majority of qualified electors within the Traditional Historic Community; and
2. it removes the Traditional Historic Community from the extraterritorial jurisdiction of the municipality.

In Santa Fe County, Agua Fria and Tesuque have been designated Traditional Historic Communities. Several other traditional villages are discussing the process.



*Institutional uses - Santa Maria de la Paz and the Santa Fe Community College - anchor the Community College District, viewed here from Avenida del Sur at the edge of the Village at Rancho Viejo.*

## NEW COMMUNITY DISTRICTS

### THE PREFERRED DEVELOPMENT SCENARIO: REAL PLACES, REAL COMMUNITY

Given the dispersed nature of development within the county since the 1970's, reintroducing the positive concepts of village development patterns, especially working and living in a specific place, appears to have major socioeconomic and development benefits.

The most important of these benefits are the efficient use of limited resources, especially water and public services, and the provision of locations for community settlements in Santa Fe County where existing and planned infrastructure can best accommodate new growth.

This in turn will provide opportunities for other important community benefits, including:

- ⊙ the potential for a mix and choice of housing types and affordability;
- ⊙ the creation of new social and public village centers, especially schools and public gathering places;
- ⊙ a decrease in the number of automobile trips for jobs and shopping;
- ⊙ the maintenance of openness around the urban area of Santa Fe;
- ⊙ the protection of important highway corridors and gateways;
- ⊙ and new residential opportunities around transit centers and transit routes.

Historically, settlement areas in Santa Fe County developed for specific socioeconomic reasons: agriculture, commerce (including railroads and mining); defense, and administrative and religious purposes. The dispersed location of recent settlement areas, especially in the central part of the County, in the form of subdivisions and planned residential communities, are the result of automobile dependence. They do not conform to historic considerations of the environment, commerce, socialization or administration that resulted in the traditional communities that grace the County landscape.

The designation of a proposed New Community District (NCD) responds to the need to reconsider the costs of dispersed location of recent developments. New villages within this NCD are intended to be appropriately compact, mixed-use, communities with buffers and connections between them and other existing developed areas.

The primary reasons for the designation of a New Community District are:

- ⊙ to allow higher density, more compact villages (in keeping with historic, traditional village development patterns and scale) to occur in the non-urban, countryside area where the most efficient use of infrastructure and public services can be achieved;
- ⊙ to keep open space separations between all new and existing villages and other settlement areas;
- ⊙ to keep a discernible boundary between urban and non-urban areas;
- ⊙ to provide appropriate connections among villages, in the form of roads, trails and transit opportunities;
- ⊙ to focus economic and community development opportunities within individual villages;
- ⊙ to realize affordable housing opportunities and choices within all villages;
- ⊙ to ensure that the creation of new villages is the theme rather than the variation; and
- ⊙ to prepare a New Community District Plan that addresses the above issues and makes detailed recommendations regarding land uses, infrastructure and public services including: water, sewer, refuse services, a road network, transit services, public schools and park and recreation facilities, appropriate uses and densities, design standards, and techniques for achieving the plan, including the potential use of transfer of development rights and density transfers.

## **POPULATION PROJECTIONS AND LOCATION OF NEW DEVELOPMENT**

Although population growth and household formation are projected to continue at a declining rate, a significant number of new homes, more than 25,000, will be needed in Santa Fe County by 2020. While a large portion of these homes can be provided within the City of Santa Fe and on existing lots, more than 7,000 new home sites will still be needed.

According to *The Santa Fe County Population and Housing Study* (Prior 1994), approximately 4,000 new housing sites need to be provided in the County outside the City of Santa Fe. Concern has been expressed by various groups and studies suggesting that adding these new housing sites according to existing development patterns would result in an inefficient use of infrastructure and a continuation of sprawling effects noted in the metropolitan area. It is, therefore, the intent of this Growth Management Plan to establish policy which further guides the location of needed housing development to areas within the County which have existing or planned infrastructure and the ability to provide for public services.



Projected income levels of residents tell us about the types and sizes of homes for which the County needs to plan. Projections show that the percentage of households with very low income and upper income will decrease just slightly and households with incomes between 80-120% of the County median will rise. Projections for household age, size and income confirm the concerns expressed by the public that a greater diversity in type and price of housing is needed, especially in the metropolitan areas of Española and the City of Santa Fe.

In the past, the County has dealt with growth in terms of its impact on groundwater and the expectation that water limits would determine population capacities. The 1980 County General Plan and, subsequently, the Santa Fe County Land Development Code directed attention toward lot sizes. The goals of this Growth Management Plan direct the County toward policies and regulations for housing people in communities rather than merely platting additional land, as it is the Plan's stated objective that communities can provide greater housing diversity and choice and more efficient use of infrastructure and public services.

## THE COMMUNITY COLLEGE DISTRICT

The Santa Fe County Growth Management Plan designates one New Community District, The Community College District (CCD), in which to focus more compact, village development outside of the designated urban area over the next twenty years. (*See Exhibits 5 and 10.*) During this twenty year period there may arise the need to plan additional NCDs and this is discussed later.

**The Community College District** is located where:

1. water utilities are either in place or are planned;
2. roads and transit facilities and opportunities are in place or are planned;
3. major regional community and institutional facilities are in place or are planned;
4. public services, such as schools and recreation opportunities, can be planned for and provided efficiently and in cooperation with other entities;
5. there is an opportunity to demonstrate a new village development pattern, based on historic patterns and a planned hierarchy of interconnected village centers, on vacant parcels adjacent to the City of Santa Fe that are experiencing pressure to develop;
6. land owners have expressed a willingness to develop their property in a more compact, village manner including community centers and amenities; and
7. opportunities exist to become a “receiving area” for a Transfer of Development Rights (TDR) Program.

### RATIONALE FOR THE COMMUNITY COLLEGE DISTRICT

The Community College has emerged as the focal point for community development in the large County area to the south of the city of Santa Fe. As such, it is a major employment, education and cultural center serving the City, County and other regional areas. In addition, its presence in the area has led to the development of related public and institutional uses including churches and other educational institutions. These types of uses are integral to the creation of “community” and historically have been uses around which new communities and settlements have successfully developed, including the City of Santa Fe itself. (*See Exhibit 6.*)

The New Community District for this area, therefore, has been named **The Community College District** because of its unique relationship to both the City and the County. It is bounded on the north by I-25, the proposed Highway Corridor District and the proposed City of Santa Fe's Urban Boundary; on the west by State Route 14; on the south by the proposed grasslands open space area; and on the east by the Santa Fe Southern rail transit system. The boundaries of this District incorporate buffers and separation from the Urban Area Boundary of the City of Santa Fe, the Santa Fe Metro Area Highway Corridor District and suburban development in Sunlit Hills and Eldorado.

The Proposed Metropolitan Growth Management Concepts Map shows the designation of the Community College District. Additional maps show existing conditions, environmental constraints, potential village centers, and a possible road, trails and transportation network. *See Exhibits 5 through 10.*

## **DEVELOPMENT CONSIDERATIONS FOR THE COMMUNITY COLLEGE DISTRICT**

### **UTILITIES AND TIMING**

This District is already within the service area of the Santa Fe County Water company with the water service main trunk lines and storage tank in place. Rural residential uses have existed for many years in the area south of I-25 and along SR 14. One village development, Phase I of the Rancho Viejo Partnership, is being developed, with master plan zoning for additional businesses, business parks, residential and village development. At the south end of the District the State Land Office is planning village development and a County economic development park and law enforcement center are underway. The Institute of American Indian Arts (IAIA) has constructed an arterial south from Richards Avenue to their proposed campus and Rancho Viejo Boulevard, the connection from that road to SR14, has been constructed.

There appear to be adequate water rights and a delivery system to serve the initial stages of development in this District. The County has prepared detailed land use and transportation planning data to update the Extraterritorial Roads Plan in this area. How much development and how much of the projected population growth that can be absorbed into this area will depend on detailed planning prepared for this district.

### **NEW VILLAGES**

This proposed District encompasses approximately 10,000 acres of land, with over 5000 acres of land available for potential development of new villages. There are only a few major land owners, including Rancho Viejo

and the State Land Office. Much of this acreage already is being planned for village development by these large land owners. Owners of smaller parcels could participate in partnerships or land assemblage for new village development. Several other landowners with parcels smaller than 500 acres have also planned or proposed residential or mixed-use subdivisions.

Proposed new villages within the designated NCD must submit a master plan for approval. In reviewing the proposed project, the County will consider the impact to and suitability within the entire New Community District.

## **THE COMMUNITY COLLEGE DISTRICT DEVELOPMENT PLAN**

It is the County's intent to prepare a **District Plan** for the New Community District, including participation of property owners and residents of existing developments and neighborhoods within the District.

The purposes of the Community College District Plan are to recommend specific ways in which infrastructure and community facilities can be built and maintained for the entire District; assure a connected open space and trails system; and create a balance of different types of land uses that are connected to transit.

The District Plan would include consideration and recommendation for equitable infrastructure financing techniques such as impact fees, improvement districts and multi-party development agreements. In addition, the plan would make recommendations for the use of density transfers and the possible development of a Transfer of Development Rights (TDR) Program. *Exhibits 7, 8 and 9 illustrate planning concepts for the Community College District Plan.*

## **DEVELOPMENT PATTERNS AND LAND USES IN THE COMMUNITY COLLEGE DISTRICT**

### **Preferred Density, Open Space and Lot Size Requirements**

- Basic density in the Community College District depends on the existing, underlying Hydrologic Zones. (*See Exhibit 2, Land Status and Zoning, which shows Hydrologic Zones*)
- To create a more rural atmosphere within the developed portions of a New Community District, open areas shall be interspersed within the developed areas. The Open Space Ratio (60%:40%) must be applied to establish the number of acres to remain undeveloped and the number of acres for the designated development envelope.
- Density bonuses for affordable housing, density transfer and transfer of development rights may also apply to all developments.

■ **Density in Approved New Villages:** In the developed portions, density of development should vary and be no less than an average of one dwelling to the acre and no more than 3.5 dwellings to the acre. A higher average density of up to 6 dwellings to the acre may be permitted for inclusion of affordable housing or transferred development rights in the New Village. Density in the developed area of a new village should also depend upon other issues, including:

- ⊙ considerations of adjacent neighborhoods;
- ⊙ the carrying capacity of the infrastructure, either in place or as part of planned improvements;
- ⊙ available water rights;
- ⊙ impacts to the surrounding areas;
- ⊙ off-site infrastructure;
- ⊙ County services, joint City/County services, or City services provided according to a Joint Services Agreement;
- ⊙ design characteristics; and
- ⊙ the amount of space needed to support local commercial needs, employment and community services.

## PLAN PREPARATION

Santa Fe County will be the lead agency responsible for the development of the District Plan. The Board of County Commissioners may designate the New Community District as a Critical Planning Area and the District Plan would then be prepared in accordance with Santa Fe County Ordinance No. 1998-5 which outlines a Community Planning Process for the development of Community Plans.

A Community College District Planning Committee would be established to guide the preparation of the Plan. The Committee would include private property owners; government agencies, including the State Highway and Transportation Department, State Land Office and the City of Santa Fe; non-government organizations, including churches and schools; the Santa Fe Public School District; and other community and neighborhood members from within the district.

## THE DISTRICT LAND USE PLAN

**The Community College District** shall provide for a full range and mix of land uses.

New Villages within the CCD will evolve from elements of traditional village design as opposed to conventional subdivision design. New Villages shall be located where large scale water systems are planned or already exist and where large scale transportation systems exist and can provide for links to transit.

Certain criteria for open space planning will also apply to the Community College District. There should be wide buffers and greenways between existing developed areas and new villages and green belts adjacent to road corridors.

The District Plan should consider and plan for a hierarchy of village centers. These might conform to the recommendations of the Santa Fe Extra-territorial Zoning Ordinance. Specific village centers and their size should fit the hierarchy and general locations set forth in the district Plan. The location of these centers might be established at specific intersections of various types of roadways or for the purpose of developing commercial needs based on market and employment studies.

### Performance Criteria

Land use and environmental performance criteria for permitted and conditional uses will be similar to those in the Rural District. Development of new villages will be encouraged for those parcels which can meet the design and planning criteria as the infrastructure is developed and constructed.

Water conservation measures will be imposed as a standard procedure for existing as well as new development.

Projects that have already received approvals are assumed to remain valid unless a change in use or configuration is requested. Such change would be subject to the Community College District Development Plan and its implementing regulations. To consolidate service areas and create open space, procedures to encourage replatting of previously approved, but undeveloped subdivisions will be recommended.

## THE DISTRICT TRANSPORTATION AND ROADWAY NETWORK PLAN

An integral element of the District Plan will be the preparation of a detailed analysis of traffic and transportation needs within the area. This analysis would result in specific recommendations for a roadway network, a transit system, pedestrian, bicycle and equestrian paths and connections and considerations for methods to finance this element.

## THE DISTRICT INFRASTRUCTURE AND UTILITIES PLAN

Another important element of the District Plan will be the preparation of a detailed analysis of water, sewer, utilities and public services that would be needed for the development of this area. This element would include a plan for public schools, parks and open space.

## PLANNING CRITERIA FOR NEW VILLAGES IN THE COMMUNITY COLLEGE DISTRICT

The purpose of the New Village Planning Criteria is to guide design that fosters community interaction and connectedness, provides for conservation of resources by requiring community water and sewer systems, promotes employment, requires a variety and mix of uses, and adapts traditional Santa Fe County town planning and design principles as they have evolved in the City of Santa Fe and in the Traditional Communities throughout the County.

### Character and Design

Character of a community results from its earliest design elements. Such elements create a special place that evolves through use and change of use over a period of time. To eliminate the possibility of sprawl, open space should be used as a design element which clearly defines edges and separates the New Village from other existing developed areas. Open space may also take the form of open parcels that protect defined views; open areas within the New Village providing an extra amenity; trails that link the village center with other areas of the New Village; special features such as cultural resources, unique land forms, landmarks, riparian corridors or arroyos and fields. Visual references to the New Village should also include the creation of entrance and exit points (gateways), a variety of terminal visual points, serial and sequential views, and the planting and preservation of large trees.

The rural character and settlement patterns of the existing Traditional Communities should influence the design of a New Village, especially the characteristics of existing Traditional Communities in proximity to the proposed New Village.

A compact development pattern is desired.

The townscape pattern should reflect order as opposed to repetition and use orientation of buildings to create a sequence of spaces.

Creation of a central, open place ½ to 2 acres in size with seating and placement of institutional buildings, businesses and employment around the central place would be required.

Other basic design elements would include human proportions in building scale and height, the use of unifying elements such as color, texture, portales, roof design, landscaping, pedestrian amenities, and places for recreational and special events.

Larger lots may be platted on the perimeter of the new village to ease the transition from the surrounding developed areas, especially those that are characterized by low density. This would be in keeping with the larger agricultural and ranching lots that are frequently found at the periphery of Traditional Communities.

Internal circulation patterns would include a system of roads, trails and walkways which encourage pedestrian activity, provide access to waterways, use traffic calming techniques, provide access to transit and assure the safe interaction of cars, pedestrians and equestrian uses. Variations to existing roadway standards may be recommended.

Restrictive covenants would allow for a change of use and design after a specified period of time so that new villages are not sterile or overly homogeneous.

### **Land Use**

Construction of or connection to water and sewer systems is required. Preference is for all new villages to connect to the County water system.

Creation of employment opportunities that fit the design of the village in the form of a town center to reduce vehicular trips to other destinations would be a required element. A main street, a crossroads, or plaza may serve this purpose. The village center shall also function to centralize social elements and create a visual and physical focal point around which buildings and streets are deliberately planned. Local models include a main street (Madrid); a crossroads (Galisteo) or a plaza (Chimayo, Santa Fe).

Locations for important social interaction such as shopping areas, libraries, churches, schools and recreation and play areas should be located within walking distance of the village center and established in the master plan phase of the development .



A mix of housing types would be required, including: single family and multifamily; manufactured homes; apartments; “mother-in-law units” or guest houses; town or row houses; and compounds.

New villages should also be considered as receiving sites for transferred development rights from adjacent highway corridor districts.

#### **Size of New Villages; Timing**

The size of new villages will vary. However, research indicates that projects of 500 acres or more are needed to successfully incorporate a mix of housing, public space, employment and business opportunities, along with the open space, trails and rural amenities needed to retain local character. Owners of smaller parcels could “land assemble” or cooperate with adjacent land owners to create the necessary resources for new village development or choose another permitted development option. Owners of larger parcels are encouraged to phase development in neighborhoods in order to retain rural character and accommodate the phasing of public and private infrastructure and services.

The size of the new villages should also be directly related to the function of the village center that is proposed for each development.

Fire and police station sites and other community facilities, transit, bicycle lanes/trails and transportation systems and pedestrian access to schools, the village center, and the open spaces should be provided.

### **FUTURE NEW COMMUNITY DISTRICTS**

The **Community College District (CCD)** has the capacity to accommodate most of the 2020 projected growth for central Santa Fe County outside the City of Santa Fe. If City of Santa Fe neighborhoods and the proposed Urban Growth Areas are successful in attracting residential growth back into a compact urban form, the CCD could accommodate countryside growth for a longer time.

Since it is the planning philosophy of the Santa Fe County Growth Management Plan that new “villages” serve the expressed wishes of County residents better than new large subdivisions, anticipated growth in the north and south County could generate the need for additional New Community Districts. To either extend the boundaries of an existing NCD or to create a new NCD will constitute an amendment to the County Growth Management Plan.

Once the Community College District has been established, a Caja Del Rio NCD might be considered in the central County. An Estancia Basin New Community District might be established through the Estancia Basin District Plan. Other New Community Districts can be proposed as an amendment to the Growth Management Plan.

## THE CAJA DEL RIO COMMUNITY DISTRICT

A possible Caja Del Rio New Community District might be bounded on the north by the Las Campanas and Las Tierras developments; on the west by federal and local public lands and recreation areas; and on the east and south by the Santa Fe Bypass which is the City of Santa Fe's planned Urban Boundary and the buffer to the Agua Fria Traditional Historic Community.

### Utilities and Timing

Most of the Caja Del Rio New Community District is not currently served by the Santa Fe County Water Company, but it is anticipated that the area will be served and traversed by the transmission line from the Rio Grande in the future. One village development, the Frijoles Village has received zoning approval and others might be anticipated once community sewer and water service are available. The Arterial Roads Task Force has developed recommended alignments and corridors for an arterial network in this area and numerous trail corridors have been identified. NCD status for this area would be recommended for 2010 when it is estimated that regional water and sewer service and capacity would be available.

### New Villages

This proposed District encompasses approximately 6,500 acres of land, with over 3000 acres of land available for potential development of new communities. Three major land parcels are large enough for new village development: the Hager Estate, the King Brothers properties, and the State Land Office parcels. Owners of smaller parcels could participate in land assemblage or partnerships for new village development. Several large lot subdivisions in the District are extensively built out.

It is the recommendation of the Growth Management Plan that before a NCD is declared for this area, the various communities have an opportunity to develop community plans for the area. This should then be used as the basis for proposing more densely settled areas. Community Plans for the Santa Fe Northwest Community area and the Westside Neighborhood groups would be particularly important in this regard.

## A NEW COMMUNITY DISTRICT IN THE ESTANCIA BASIN

The Estancia Basin District extends from the Clark Hill area south to the southern boundary of Santa Fe County. The area to the east and north of the Traditional Community and new Town of Edgewood could be designated a NCD sometime in the future because of its potential to provide adequate infrastructure for new development.

Plans for a New Community District, however, should be dependent upon the completion of an Estancia Basin District Plan. Coordination with the new Town of Edgewood will be an important element of a proposed NCD. New Community District status could be recommended and a detailed New Community District Plan developed when planned infrastructure and services will be available.

## OTHER NEW VILLAGE PROPOSALS

It might also be appropriate to consider the development of new villages outside of designated New Community Districts when local community plans or District plans provide for this option. Water availability, transit options, capacity of the County or a municipality to provide public services, affordable housing, and economic development opportunities should be determining factors.

An example would be the State Land Office holdings along NM 599 adjacent to Caja Del Rio Rd., if an entire NCD is not designated for this area. A new village, in this example, should not be considered unless it can connect to either the County or City water system, the City's wastewater system or the City's transit system. New village proposals adjacent to designated Urban Areas should be considered as part of the Extraterritorial Zone and considered according to conditions and standards defined in the Extraterritorial Plan and the Extraterritorial Zone.

## HIGHWAY CORRIDOR DISTRICTS

There are numerous highway corridors throughout the County where detailed planning needs to reconsider the relationship between transportation and land use. Many of these corridors are entryways into County communities or urban areas and important economic connections. Residents and neighborhoods have expressed concern over the proliferation of new development strung along the roadways in rural areas of the County and the areas immediately adjacent to the cities of Santa Fe and Española.

Several highway corridors are of concern: NM 599/ I-25 around the City of Santa Fe; US 84-285 between the City of Santa Fe and Pojoaque; US 285 between Pojoaque and Española; Highway 14 from Santa Fe to Madrid; US 285 from I-25 south to Lamy; I-40 and the intersection of 344.

As a result of the adoption of the Santa Fe County Growth Management Plan, Part I: Policies, the Board of County Commissioners directed staff to proceed with the creation of a Highway Corridor District and District Plan for the urban area corridor around the City of Santa Fe. This plan, the Santa Fe Metro Area Highway Corridor Plan, has been completed and is included as an element of Part II of the County Growth Management Plan.

It is the intent of the Growth Management Plan that the other highway corridors also receive more detailed planning. Some of these may be considered with highway corridor studies similar to the Metro Area Highway Corridor; others may be considered in the course of completing community plans.



*The I-25 highway corridor is an entranceway into Santa Fe County and the City of Santa Fe.*

# SANTA FE METRO AREA GROWTH MANAGEMENT PLAN

## URBAN AREA BOUNDARY

The recommendation for the designation of an Urban Area parallels and reinforces policies previously adopted by the City and County in the Santa Fe Comprehensive Extraterritorial Plan of 1988, the Santa Fe Extraterritorial Zoning Ordinance (1992, as amended in 1997), and by the City of Santa Fe Growth Management Task Force in 1992.

The **County Growth Management Plan, Part I: Policies** provided several guiding principles for the designation and adoption of an Urban Area Boundary:

Land Use and Growth Management/General Plan Action 11

“Cooperate with the Cities of Santa Fe and Española to establish Urban Area Boundaries around the edge of the cities and pueblos, allowing them to create compact development forms with buffers and separations.”

Regional Relations/General Plan Action 3

“Continue cooperative relations with the cities of Santa Fe and Española over extraterritorial jurisdictional matters.

- a. Specific issues which need regional planning solutions are the extent and areas of future annexation; creation and enforcement of urban area boundaries, open space buffers and trails, road and highway corridors and gateways, regional transportation, airport noise abatement and water planning;
- b. Amend the Santa Fe Comprehensive Extraterritorial Plan to reflect new policies in the County and City General Plans;
- c. Initiate cooperative regional planning for infrastructure and services.

The County Growth Management Plan, therefore, recommends that an **Urban Area Boundary** be designated between the City of Santa Fe and Santa Fe County with specific **Growth Areas** that are currently in the City/County Extraterritorial Zone where higher densities can be achieved with urban services and urban amenities and future neighborhoods can be planned and developed. (*See Exhibit 10, Santa Fe Metro Area Growth Management Plan.*)

This **Urban Area Boundary** should include:

- all lands inside I-25 to the south of the existing city limits;
- all lands from the city limits in the west and northwest out to NM599;
- all private properties to the east within the Mountain Special Review District down to Arroyo Hondo in the southeast.

## **URBAN GROWTH AREAS**

### **JOINT ANNEXATION PLAN**

All lands within the Urban Area Boundary currently in the County would be slated for future annexation into the city at varying urban densities that would accommodate both single family, multifamily and mixed use developments. The City and County would coordinate a Joint Annexation Plan for the future Urban Growth Areas to accommodate this urban growth development. Until annexation would occur, lands would develop according to a transitional Extraterritorial Plan, reevaluated and amended to make sure these areas eventually fit into a desired urban pattern. Changes to the existing EZ Plan and Ordinance would be developed through joint City/County planning efforts and brought forth to the governing bodies by the Extraterritorial Zoning Authority (EZA).

**The County Growth Management Plan identifies three Urban Growth Areas:**

### **THE SOUTH SANTA FE GROWTH AREA**

This is an area in between the existing City boundary and I-25 to the south of Rodeo Rd. and east of Cerrillos Rd. (*Urban Growth Area #1 on Exhibit 10.*)

This area would be designated and designed to accommodate some of the projected growth for the City over the next ten years.

The specific goal would be to create new neighborhoods through extensive community and neighborhood planning. The new neighborhoods would be designed to accommodate a mix of affordable housing choices, neighborhood commercial uses and public infrastructure and services.

## THE SOUTHWEST SANTA FE GROWTH AREA

This is an area south of Tierra Contenta bounded by NM 599 to the west, Cerrillos Rd. to the east, and I-25 to the south. (*Urban Growth Area # 2 on Exhibit 10.*)

This area would also be designated for future urban growth during the next ten years but only after extensive community and neighborhood planning has determined road and infrastructure needs and existing neighborhood concerns.

## THE AIRPORT ROAD GROWTH AREA

This is an area along Airport Rd. north of Tierra Contenta and west of the Traditional Community of Agua Fria between the city limits and NM 599. (*Urban Growth Area # 3 on Exhibit 10.*)

This area would be designated for immediate urban growth through extensive, joint city/county neighborhood planning to determine appropriate residential densities, location of commercial use areas, preservation of open space, and the provision of public services and amenities, including schools and parks and recreation opportunities.

Development of this area would pay particular attention to the needs of the Traditional Community of Agua Fria and its adjacent environment.

## **SANTA FE METRO AREA HIGHWAY CORRIDOR DISTRICT**

In addition to the Urban Growth Boundary and designated Urban Growth Areas, the County Growth Management Plan also recommends the creation of an Santa Fe Metro Area Highway Corridor District. The purpose of this District is to control and regulate growth and development along the major highways and gateways that interconnect the County with the City of Santa Fe. The Highway Corridor District is intended to protect and enhance this area with specific design standards, setbacks and land use recommendations for new construction and development.

An initial plan for this District has been developed by a Highway Corridor District Planning Committee and City and County staff. The boundaries for this District are those proposed by the Highway Corridor Planning Committee. The Highway Corridor District Plan should be adopted as part of the County Growth Management Plan and by the City as part of its General Plan.

Like the proposed Urban Growth Areas, the Santa Fe Metro Area Highway Corridor District and subsequent plan would be incorporated into the Extraterritorial Plan. The County Growth Management Plan recommends

that the Highway Corridor District Plan be proposed as immediate amendment to the Extraterritorial Plan and the Extraterritorial Zoning Ordinance as well as the City and County codes, where applicable.

## **THE AIRPORT DEVELOPMENT DISTRICT**

If current planning recommendations emphasize limited commercial development along the Santa Fe Metro Area Highway Corridor District, the next problem to confront is the location of future industrial and commercial uses outside of the Urban Area. The County Growth Management Plan recommends that some commercial development occur within proposed new villages, providing mixed-use opportunities, and along specific commercial corridors such as the Commercial Gateway Corridor at Cerrillos Rd. Larger scale commercial and industrial uses, however, are another matter.

In defining the Highway Corridor District around the City of Santa Fe, it has become apparent that the area south of the Municipal Recreation Complex down to the Municipal Airport is an area that might be appropriate for future industrial, commercial /business and mixed use areas. Areas within the Airport Noise Zone are not appropriate for residential development. The Santa Fe River is also a prominent feature of this area and can be incorporated as an important design feature and protected as a major community amenity.

To this end, the County Growth Management Plan recommends the creation of the Airport Development District, to be planned jointly by the City and County in cooperation with area neighborhoods. Like the Highway Corridor District Plan, this plan may also amend the existing Extraterritorial Plan and Extraterritorial Ordinance. This district should also be considered as a joint, City/County revenue-sharing district.



## EXTRATERRITORIAL AREAS

### SANTA FE

The City of Santa Fe and Santa Fe County have concurrent zoning jurisdiction within 2 miles of the municipal boundary and concurrent subdivision jurisdiction within 5 miles of the municipal boundary. (3-21-2 through 4 NMSA 1978) The City and County entered into a Joint Powers Agreement in 1981 which created an Extraterritorial Zoning Commission and Extraterritorial Zoning Authority and approved a “temporary” zoning ordinance. This JPA has been amended twice to address legal challenges and to incorporate changes when the zoning and subdivision regulations were adopted.

In 1988 the EZA successfully completed and adopted the **Santa Fe Comprehensive Extraterritorial Plan (EZ Plan)**. The Plan was subsequently adopted by both the Board of County Commissioners and the City Council when the legal authority of the EZA to plan was challenged.

**The Extraterritorial Subdivision Regulations** were adopted by the City Council and the Board of County Commissioners in 1991 as the first step to implement the Extraterritorial Comprehensive Plan. These regulations govern the division of land within 5 miles of the Santa Fe city limits and incorporate both City and County statutory requirements for land division and joint standards.

**The Extraterritorial Zoning Ordinance (EZO)** governs zoning in the Extraterritorial Zoning District and is administered by the EZA with primary staff support from the County Land Use Department. The EZO was adopted in 1992 by the EZA, the City Council and the Board. The EZO provides options for a number of growth management tools which have not yet been implemented, including an Urban Growth Boundary and Village and Neighborhood Districts.

### BOUNDARY ISSUES

Because of annexations by the City the original Extraterritorial Zoning District boundary no longer extends 2 miles from the City limits. The City has requested that this boundary be extended and the Growth Management Plan proposes a boundary which amends the existing boundary to incorporate a 2 mile area following section lines, grant lines and property boundaries whenever possible and deleting areas no longer physically adjacent because of the creation of the Traditional Historic Communities. *The proposed boundary adjustment is shown on Exhibit 11.*

**Issues to consider:**

- **Representation** of citizens: ironically City residents actually have greater representation on the EZA than County residents who live within the EZ, despite the Board majority on the EZA. This is because Board is elected by both City and County voters, while the City Council is elected only by City voters.
- Expanding the 2 mile area expands the “**no man’s land**” where there is a lack of clarity about who is responsible for funding and maintaining infrastructure to serve the residents. This is particularly an issue inside the City’s urban area, where eventual City annexation has been assumed but not actually carried out. The EZ Plan and EZO offered one option to rectify this problem: the Urban Growth Boundary where City and County would agree on **responsibility for infrastructure and services** before granting urban density approvals. This has not been implemented. This Growth Management Plan proposes an Urban Area Boundary and Urban Growth Areas be implemented.
- Future annexations by the City will cause the question of EZ District expansion to continually arise. This leaves residents just outside the EZ vulnerable to unilateral decisions on annexation. This is of course one motivation behind the legislation for Traditional Historic Communities which have shrunk the City’s extraterritorial jurisdiction. A **Joint Annexation Plan** approved by City and County is needed to create some predictability and certainty for property owners and residents.

**PLAN AMENDMENT**

The Santa Fe Comprehensive Extraterritorial Plan, Extraterritorial Zoning Ordinance and Subdivision Regulations will need to be amended along with the County Land Development Code to incorporate new districts and standards contained in this County Growth Management Plan and the City’s General Plan: the Santa Fe Metro Area Highway Corridor District, New Community District(s); Urban Area Boundary and Urban Growth Areas.

**Options:**

1. The Board adopt the County Growth Management Plan and include amendment of the EZ Plan in that action.
2. The Board adopt the County Growth Management Plan and initiate amendment of the EZ Plan with the City as a separate action.
3. The Board adopt the County Growth Management Plan, repeal the EZ Plan and negotiate agreement with the City on planning issues such as the Urban Growth Area(s) and Highway Corridors. This could evolve to the City and County approving each others’ General Plans in lieu of a separate EZ Plan.

4. City and County adopt their General Plans and repeal the EZ Plan, then develop and approve a joint Regional Plan in its place.

## **ESPAÑOLA**

The City of Española and Santa Fe County have opted to enter into a Joint Powers Agreement (JPA) for the Española Extraterritorial Area(s) without creating either an Extraterritorial Zoning Commission or an Extraterritorial Zoning Authority, as allowed by Statute (3-21-2C NMSA 1978). In a JPA signed in 1992, Española assigned its concurrent zoning authority in the one (1) mile extraterritorial area and its concurrent subdivision authority in the three (3) mile extraterritorial area to Santa Fe County. Santa Fe County exercises this authority through the County Land Development Code and the County General Plan, as amended, administered by the Land Use Administrator, the County Development Review Committee and the Board of County Commissioners.

In recent years the City of Española has annexed portions of Santa Cruz and the Española Urban Area as designated in the 1980 County General Plan. Residents in the remaining Urban Area, which now includes the Traditional Villages of Sombrillo and Cuartelez, have mixed opinions about annexation.

Other issues which are topics of current and future discussion and planning with Española include regional transportation (park and ride, transit, and location of a City Bypass); extension of City water and sewer service outside of City limits; development of regional wastewater systems; land uses along the Pojoaque/Española Highway Corridor on US 285; and open space and recreation. Problem solving for the City of Española is made more difficult by its location next to San Juan and Santa Clara Pueblos and split between two County, and thus two extraterritorial, jurisdictions.

## **EDGEWOOD**

Incorporation of the Town of Edgewood was approved by voters in January 1999 and becomes effective in July 1999. The status of Edgewood for extraterritorial jurisdiction is a bit different than the other municipalities within Santa Fe County.

Since the population of the Town is less than 1500 persons, Edgewood does not have concurrent extraterritorial zoning authority with Santa Fe County. However, when annexations or population growth cause the municipal population to surpass 1500, a Joint Powers Agreement may be entered into between the Town and the County to provide for the zoning of lands which extends one mile from the municipal boundary.

The Town of Edgewood has concurrent platting jurisdiction with the County within three miles of the boundary of the municipality. The Town and County may enter into a Joint Powers Agreement setting forth the procedures and codes for exercising the subdivision authority in this area.

## **ELEMENT PLANS**

The Element Plans will provide detailed information to support and augment the policies of the Santa Fe County Growth Management Plan. Public involvement in the form of focus groups, ad hoc committees, technical committees, and public workshops shall be required for the development of these plans. Santa Fe County will provide the leadership in the development of the Element Plans, using consulting firms where needed to develop in-depth studies and detailed data bases. The Element Plans will be adopted as amendments to the Growth Management Plan as these are completed. Implementing ordinances, where required or appropriate, will amend the Santa Fe County Land Development Code. Such ordinances may also stand alone and be referenced by the Land Development Code as this pertains to land use and development.

### **THE OPEN PLACES AND TRAILS PLAN**

The Santa Fe County Open Places and Trails Plan will establish an inventory of cultural resources, trails, valuable open space, scenic views, and natural corridors in Santa Fe County. It is being developed by the County Open Land & Trails Planning & Advisory Committee (COLTPAC). The Plan will include a priority list and map of lands where conservation easements, public acquisition, or zoning techniques may be applied to preserve or protect these resources from the effects of development. Funding strategies and methods will also be identified. A system of important historic and natural areas, including mountains and foothills, arroyos and river parkways, sacred sites and high desert habitats containing wildlife and native plants and neighborhood parks will be linked by the trails network. The Wildlife, Mountains, Trails and Historic Places Program, funded by a General Obligation Bond passed by voters in Nov. 1998, will recommend priorities for acquisition and management.

### **THE WATER RESOURCE MANAGEMENT PLAN**

The Water Resource Management Plan is intended to be a detailed plan to implement the general policy statements of the Growth Management Plan, incorporating updated information on groundwater and water service. It should direct, among other things, the location of service areas of the Santa Fe County Water System, and establish policies for the use of ground water based on detailed studies of local aquifers and hydrologic systems. Local water systems in Traditional Communities and other established settlement areas will be evaluated for needed improvements and expansion requirements. The Water Plan will also include strategies for regional water planning, protection of water quality, financing, and inter-jurisdictional relationships.

## **SANTA FE COUNTY HOUSING PLAN**

The Santa Fe County Housing Plan will be based upon an in depth study of local housing needs, its relationship to economic development and employment, and demographics. The Housing Plan, will include but not be limited to, policies on affordable housing, low-income housing, multiple family housing, manufactured housing and mobile home parks, and rentals and ownership. The Plan will provide direction for a range of housing issues including mixing housing types, inclusionary zoning, location of unwanted land uses in lower income neighborhoods, mixing housing with business center areas, guest houses, “mother-in-law units”, recreational vehicles as housing, deteriorated housing and blighted neighborhoods, fire protection, and “density by design” or other creative development designs for reducing housing costs.

## **ECONOMIC DEVELOPMENT PLANNING**

An Economic Development Plan or series of District plans for proposed economic development areas will inventory existing zoned land, the extent of existing economic development, its location, and the relationship of these to housing, commuting patterns and transportation facilities. The local economy will be studied for the purpose of targeting and facilitating new economic development that is relevant to the scale of local infrastructure, the characteristics of the labor force, enhancing existing industry and small business, and promoting appropriate “spin-off” industry and the provisions of the Santa Fe County Growth Management Plan.

Locations for new business centers will be mapped. Certain existing business centers will be master planned to assure the mix of uses, appearance, access and circulation patterns are also relevant to the policies of the Santa Fe County Growth Management Plan. Certain existing business centers and uses will be identified and phased out where greenways, gateways and important views and open space as identified by the Santa Fe County Open Places Plan are compromised. Plans will include, but not be limited to, policies protecting the environment from pollution from industrial or business uses, conflicts in industrial land uses, relationships with regional jurisdictions, design and development standards for business centers, and billboards and other advertising.

## **CAPITAL IMPROVEMENTS PLAN**

The Santa Fe County Capital Improvements Plan will be based on a study and inventory of existing infrastructure and its condition, the location of planned development, available and potential funding for the construction of new infrastructure and improvements to existing infrastructure in targeted areas of the County. Priorities and programming for improvements

to existing and new infrastructure will be determined according to a rolling five year plan. A variety of potential funding sources will be examined - public and private; local, state or federal; taxes and fees as well as grants, loans and revenue sharing opportunities.

## **TRANSPORTATION PLAN**

The Santa Fe County Transportation Plan will include, but not be limited to, an inventory of existing transportation facilities, locations of corridors for new roads, pedestrian trails or other access, bikeways, equestrian trails, bus routes, light rail facilities, and recommendations for improvements to existing facilities, acquisition of right of way and designation of scenic roads and byways and gateway areas. The Transportation Plan will take into consideration the character of existing communities in developing design standards for a network of local roads and through routes, parking and parking lots, safety, protection of the environment, avoidance of barriers, traffic calming, and enhancement of views. Recommendations for linkages, through routes and improvements to circulation within existing communities will also be provided. The Transportation Plan may be completed in phases, either by geographic region or subregion and/or by type of facility.

## **UTILITIES CORRIDOR PLAN**

A Utilities Corridor Plan for Santa Fe County will direct the location of electric power lines, gas service lines, telecommunications cables and towers, radio towers, and other appurtenances and structures required for utilities toward designated growth areas. Locations will be chosen which protect important view sheds, cultural resources, important open spaces and viable agricultural lands from the visual, terrain or health effects of utilities. Where utilities provide necessary services to users in these areas construction standards will mitigate negative effects and meet community standards. The Utilities Corridor Plan will be developed by the County in cooperation with utility providers and the communities. The Electric Facility Plan recently proposed by PNM offers an opportunity to begin this planning effort.

## **PART III: APPENDICES**



## WORKING PAPERS

Background studies were commissioned to underpin the update of the Santa Fe County General Plan. These examined public opinion, community values, water resources, population and housing, open space and trails resources, visual resources, economic development, infrastructure and services, agriculture, and analysis of local development patterns. These studies have been organized as Working Papers and are summarized or referenced in the Growth Management Plan.

The Growth Management Plan was built from the work of the General Plan Steering Committee which met and deliberated from 1993 through 1996. All minutes, papers, map alternatives and drafts of this work are on file in the Santa Fe County Planning Library.

The following Working Papers are incorporated and adopted as appendices to the Santa Fe County Growth Management Plan:

- 1 Rationale for a County Plan Update*, Santa Fe County Planning Department, November, 1992
- 2 Santa Fe County Public Opinion Poll on Growth and Development Issues*, Research and Polling/Albuquerque, June, 1993
- 3 Analysis of Community Values and Needs*, Santa Fe County Planning Department, November, 1993
- 4 Santa Fe County Open Space Inventory*, ERO Resources, Inc./Denver, June, 1994
- 5 Santa Fe County Water Resources Inventory*, Daniel B. Stephens and Associates, Inc./Albuquerque, July, 1994
- 6 Santa Fe County Population and Housing Study*, John Prior and Associates/Denver, August, 1994
- 7 Economic Development in Santa Fe County*, Santa Fe County Planning Department, December, 1994
- 8 Visual Resources Inventory*, Design Workshop, Inc./Denver-Santa Fe, December, 1995
- 9 Analysis of Development Patterns in Santa Fe County: Critical Population Sizes in the Traditional Communities, Existing Built Area Densities, Comparison of Development Patterns, Analysis of Zoning as Permitted by the 1980 General Plan*, Santa Fe County Planning Division, 1995 and 1996.
- 10 Costs of Rural Sprawl*, Santa Fe County Planning Division, December, 1996
- 11 Infrastructure, Transportation and Public Services*, Santa Fe County Land Use Department, December, 1996
- 12 Regional Water Plan, Estancia Underground Water Basin, New Mexico (Background and Water Resources Assessment)*, John Shoemaker & Asso./Albuquerque, Southwest Land Research/Albuquerque, Sheehan, Sheehan & Stelzner P.A./Albuquerque, Livingston Associates, P.C./Alamogordo, January 1997
- 13 Santa Fe County Open Places Plan Recommendations*, Consensus Planning, Inc. and Roy Mann and Associates, October, 1997

*14 Santa Fe County: New Dwelling Units and Lots Permitted 1994-97*, Santa Fe County Land Use Department, June, 1998

*15 Santa Fe County Agriculture and Ranching Study*, Julia Bigham/ Albuquerque, October, 1998

## **1980 COUNTY GENERAL PLAN APPENDICES**

This Growth Management Plan is built from the 1980 Santa Fe County General Plan. Both staff and consultants have relied on and used the extensive data and analyses developed in the 1970's for the 1980 Plan to trace trends and conditions and to further develop the issue and problem statements for the County Growth Management Plan. The 1980 Plan was prepared by the City of Santa Fe Planning Department under contract to Santa Fe County. Papers of particular note in that context are:

*Santa Fe County Reconnaissance Survey*, City of Santa Fe Planning Department, July 1972

*Santa Fe County Water Plan*, Lee Wilson & Asso, 1978 (This continues to be an authoritative study and analysis of groundwater conditions and options for Santa Fe County)

*Identification and Extent of Community Planning Areas in Santa Fe County*, City of Santa Fe Planning Department, 1974

*Community Analysis*, City of Santa Fe Planning Department, 1975

*Irrigated Agriculture in the Pojoaque and Santa Cruz Valleys*, City of Santa Fe Planning Department, 1974

*Ranching*, City of Santa Fe Planning Department, 1974

*Road Report*, City of Santa Fe Planning Department, November 1974

*Economic Plan*, William Weismantel for the City of Santa Fe Planning Department, December 1975



HOW WELL DO YOU KNOW SANTA FE COUNTY?  
CAN YOU NAME THIS PLACE?